UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.
LIMITED

E/ECA/PAMM/HRP/84/1
November 1984

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

HUMAN RESOURCES MANAGEMENT: Instalment 1

GUIDELINES FOR:

THE FORMULATION AND IMPLEMENTATION OF HUMAN RESOURCES DEVELOPMENT AND UTILIZATION POLICIES

GUIDELINES FOR FORMULATING AND IMPLEMENTING HUMAN RESOURCES DEVELOPMENT AND UTILIZATION POLICIES

1. INTRODUCTION

1.1 The establishment of a comprehensive national manpower policy should be regarded as an initial step in the social and economic development planning processes of a nation. Fundamental to the establishment of such a policy however is the issue of its administration. This incorporates two broad elements. First, is the need to initiate, identify and formulate broad and operating manpower objectives; and secondly, there is the need to adopt and pursue concrete actions for the attainment of these objectives.

1.2 Experiences have shown that comprehensive African national manpower policies have not appropriately dealt with manpower policy formulation and administration in any systematic way. The effect of this has not only constrained manpower planning, development and utilization, but has also constrained over-all national socio-economic development planning. Consequently, any further neglect, will continue to have a series of negative consequences on the implementation of the socio-economic development decisions embodied in the Lagos Plan of Action, and specifically those taken at the Conference of Ministers Responsible for Human Resources Planning, Development and Utilization.

1.3 The purpose of this guideline is to highlight those elements which are associated with manpower policy formulation and implementation : the purpose being to suggest a general framework within which to formulate and execute comprehensive national manpower policies for the effective implementation of the Lagos Plan of Action. For this task, a number of points are raised primarily for the consideration of policy makers and managers as they attempt to formulate, comprehensive manpower policies, and establish organizational machineries to manage the implementation of the respective manpower policy.

2. COMPONENTS OF MANPOWER POLICY ADMINISTRATION

2.1 Initiation, Identification and Formulation of Broad and Operating Manpower Policies:

Major questions which need to be addressed when the formulation of national manpower policy is being initiated, with major policy elements identified for the definitive manpower policy formulation include the following:

(i) What operational constraints relative to human resource planning, development and productive use are being experienced ?

(ii) What are the objectives and goals of a manpower policy ?

(iii) What are the crucial factors to be taken into account when manpower objectives, goals and policies are being determined ?

(iv) What steps and strategies are needed in the identification and formulation of manpower policies ?

The issues involved with each of these major questions and their implications for initiating national action are as follows:

2.1.1 Problems, objective and expected goals of a manpower policy:

Generally a policy package responds to specific problems and provides (i) the necessary guide for making administrative decisions in dealing with the identified problems, (ii) a nation or organization's view point and vision, (iii) an established way of directing specific actions in dealing with specific areas of concern and (iv) the legal authority and institutions for executing those actions. In view of these, the following broad objectives can be perceived as the rationale for initiating and formulating national comprehensive manpower policies:

(a) to provide the guidance for effective planning, development and productive utilization of human resources;

(b) to minimize duplication of national efforts and waste of resources and

(c) to provide a basis on which different national human resources development and utilization programmes are integrated, coordinated, monitored, evaluated and adjusted for maximum results.

With these broad objectives in view, a well formulated manpower policy should embody an outline of goals and objectives specifying a series of steps and procedures by which action can be taken to execute, adjust, regulate and/or manipulate the devleopment, allocation and productive utilization of human resources,

2.1.2 Factors to be taken into account in the determination of manpower objectives, goals and policies:

Certainly there are hosts of crucial factors which should be clearly identified and taken into account in the process of formulating national manpower objectives, goals and policies. Conceptually, these factors relate to (i) the positive and negative impact of population growth on economic growth and development and (ii) the types of desired and established national political, social and economic objectives.

In relation to the first issue, it is now generally accepted that natural changes in the characteristics, structure, size and composition of the population ought to be observed, analysed and considered in the light of national needs and resources when national manpower programmes are being formulated. This is necessary because the direction, consistency and magnitude of these changes will have implications for the development and structure of education and training facilities as well as for guiding and manipulating equilibrium conditions in the labour and products markets.

Consideration of the second related issue is crucial to manpower policy formulation for two reasons. First, the summation of national political, social and economic objectives is equivalent to the set of over-all national development objectives. What is critical here is that in the absence of a coordinated planning programme or of an adequate national planning machinery and capabilities, the identified political, social and economic objectives often come into conflict with each other. In such a case, the totality of the conflict needs to be diagnosed and the findings reflected in the formulation process of manpower policies.

Secondly, the realization of political, social and economic objectives which are meant to raise the level and quality of human life depends in part on the strategy by which the nation's human resources are mobilized, developed and utilized. This in effect implies that formulated manpower policies be aimed at the realization of the stipulated political, social and economic objectives. To achieve this goal, not only should these various objectives be studied during the formulation of manpower policies, but a careful analysis of the environmental factors such as institutions, and legislations, which surround the formulation and realization of these objectives, should also be made.

The third point notes that productivity of nation states is primarily a product of its human resources and the extent to which the entire spectrum of human resource as envisaged here can be mobilized and productively utilized, dependency of the many to the producting of a few could not only be minimized, but could enable each and everyone to become self reliant.

2.1.3 Critical areas towards which a manpower policy should be directed and their relation to national development:

As indicated above, manpower policies should be aimed at the achievement of political, social and economic objectives within a nation. The rationale is that an efficient scheme for the mobilization, development, allocation and utilization of the entire spectrum of the nation's human resource could eventually ensure (i) political awareness and maturity, (ii) social and cultural integration and a advancement and (iii) increased and diversified national output and consumption, (iv) self reliance not only at individual level but at national level, and (v) increased productivity.

To obtain a maximum impact, a comprehensive manpower policy should be primarily but not exclusively directed towards three major areas within the national planning process. There are (a) manpower planning and programming, (b) education and training and (c) employment and labour productivity. More important is that for each of these major policy areas, interrelated goals and objectives as well as the necessary steps and procedures for their accomplishment should be determined and established.

Granted that these goals and objectives could differ from country to country, there are certain broad elements which relate to their determination that are common to nations and whose consideration should provide the necessary guidance in the formulation of a comprehensive national manpower policy. For example the following questions and issues within each of the identified policy areas should be considered by manpower policy makers and managers.

2.1.3.1 Manpower Planning and Programming:

An important element within a comprehensive national manpower policy is the establishment and operation of an effective institution for manpower planning and programming for national development. As such, a national manpower policy should contain a clear statement on the steps, strategies and techniques for initiating and implementing the process of national manpower planning and programming. The importance of this exercice is that manpower planning provides the basis for establishing the necessary linkages between manpower development and manpower utilization policies and programmes and strategies.

The general focus of manpower planning and programming as a policy area should be geared towards the [illegible] on economic growth and the process of economic growth and income distribution within the nation.

For all practical purpose, a meaningful national population policy should be an outgrowth of careful analysis of the problems, issues, constraints, and strategies in relation to the implementation of human resources development and utilization policies. Indeed, basic outputs of manpower policies such as the provision of adequate education, training, wage employment and related incentives for productivity enhancement together with other social services and infrastructures are functionally related to the size, structure, location, taste and aspirations of a given population. Consequently, what constitutes a national population policy is simply an aggregation of manpower policies geared towards improving the quality of life of the population which in turn makes the existing and future human resource more productive.

In this connexion, several questions which need to be considered include the following:

i) To what extent can planned and on-going socio-economic development and investment activities absorb or utilize appreciably a growing or diminishing population?

ii) Do the administrative and technical capabilities and/or potentials exist within the nation to transform a rapidly growing population into a group of active producers as well as effective consumers; and if not, how best can that be brought about?

iii) What are the qualities, composition, structure, trend direction and frequency of population movements within and outside the nation; and how can this phenomenon be incorporated into the formulation of manpower development, allocation and utilization policies?

iv) What types and structure of institutions and legislations are required to allow for the appropriate analysis, guidance and coordination of the issues raised in questions (i), (ii) and (iii) above?

2.1.3.2 Education and Training

A comprehensive manpower policy should be clearly directed towards the establishment, legitimation and operation of institutional and functional facilities to provide mandatory formal and non-formal education and training programmes for the nation's population.

To be systematic and continuous, the policies should originate from an acceptance of a planned change rather than from ad hoc circumstances.

The policy basically stem from the need to:

i) ensure that present and future workers do attain appropriate levels of knowledge, skills and attitudes for a given occupation and profession;

ii) regard the entire population as potentially productive and therefore an asset that should be trained, effectively deployed and retained for increased productivity;

iii) recognize that education and training outlays are an investment and hence the process should be systematically planned, continuous and linked to the world of work.

The need to address these principal considerations requires that the scope of a manpower development policy should generally embrace and define explicitly the following key elements:

i) The required organization or institutional machinery capable of developing, executing, monitoring and/or coordinating all education and training programmes in the country;

ii) The need for training to be systematically approached and based on frequently identified needs;

iii) The specification of the kind, content and levels of courses and programmes to be offered together with their timing and duration in relation to required and projected quantitative and qualitative national employment and productivity targets and goals;

iv) The identification, mobilization, training, appropriate placement, utilization, and retention of adequate teachers and trainers together with the identification and determination of target groups to be developed by geographic and occupation stratification.

v) Mobilization of institutional resources, and setting of standards of performance to ensure that high quality manpower is their output; and that the output of uncertified/unrecognized institutions does not negate national policy objective for quality.

2.1.3.3 Employment and Labour Productivity:

Manpower policies aimed at achieving an efficient utilization of a nation's human resources should be centered around two interrelated sub-policy areas:

(a) management of employment opportunities and (b) increasing labour productivity. The importance in initiating policies on these two rests on the following premises: that full and active participation of the population in the productive sectors of the economy together with increased earnings and purchasing powers results from improved productivity: which besides stimulating re-investments, would in turn increase demand for labour over time; thus increase employment opportunities, and while at work, restore people psychic ego and provide favorable political, social and economic environment. Accepting this, it becomes necessary that the components of these sub-policy areas be clearly identified for the purpose of manpower policy formulation.

For example, the management of employment opportunities embraces:

i) the continuous restructuring of existing jobs in light of changing technologies and demands;

ii) the creation of new productive job opportunities to absorb the employment demands of a growing population; and

iii) the allocation and matching of skills and jobs to ensure a systematic mobility and diversified utilization of the nation's labour force.

Productivity enhancement activities on the other hand, embrace:

i) the identification and further development of basic work-oriented skills and attitudes;

ii) the determination and provision of necessary financial and environmental incentives to those engaged in productive income generating activities;

iii) the assurance of the availability of basic health and social facilities which in themselves are factors in enhancing the quality of human resource; and

iv) the adoption of appropriate monetary and fiscal measures to facilitate adequate capital formation and labour utilization.

In the light of these, the following are among some basic questions which must be addressed within the context of formulating a comprehensive national manpower policy so as to ensure an effective utilization of the nation's human resource:

i) What is the minimum socially and economically acceptable unemployment rate and how best can this minimum rate be achieved, maintained and if possible, improved upon?

ii) What is the desirable labour force participation rate and which groups (i.e. women, handicaps, youths, etc.) of the population should be considered and mobilized into this active and productive labour force?

iii) What types, contents, level and duration of on-the-job and apprenticeship training schemes should be developed and used as viable compliments to national education and training programmes?

iv) What are the relationships between monetary and fiscal policies on the one hand, and the development of technology and labour and capital substitution on the other; and how best can these policies be structured so as to ensure optimum utilization of the labour force?

v) How institutionalized are factors such as worker's security and safety, employers' hiring and firing practices, workers' rewards and bonuses, workers' health and housing standards and workers and employers' organizations; and how can these be improved upon, coordinated and incorporated in the overall manpower policy package?

As implicit from the issues and questions raised in this section, manpower policies relating to manpower planning and programming, education and training and employment and labour productivity are interrelated and consequential of each other. The successful accomplishment of a set of policy objectives in one area depends to a large extent on what happens in the other two areas. This then suggests that manpower development and utilization policies need to be comprehensive and consistent not only within themselves; but with other adopted investment and production policies as well.

3. Organizational framework

3.1 Human resources policy harmonization and programme co-ordination efforts require that the national ministry charged with this responsibility, and each of the multisectoral, sectoral and organizational units to which the operational activities of manpower planning, training and career programming, distributive allocation and productive use have been delegated must establish and operate the respective units for each of the functions related to the planning, development and productive use of human resource. Together with the establishment of these units and the respective functions, a related team of human resources management staff made of manpower planners, trainers and career planers, and employment and productivity monitoring personnel must be deployed therein at each level.

3.2 The nature and scope of administrative and operational details of these functions and the size of the human resource development "team" will vary from the national agency to another multisectoral, sectoral to individual organizations levels. So will thesubstance and content of what is centralized or decentralized vary at these levels: for the planning, development and allocation for productive use of human resource functions need to be as centralized as they will need to be decentralized.

3.2.1 Levels of delegation and delegated functions:

2.1 In practice those that are centralized relate to overall manpower policy formulation and harmonization of the various multisectoral and sectoral policies in training, employment and productivity ennancement measures for productive deployment of the stock of human resources at the disposal of the respective sectors. Other centralized function include among others, the consolidation of the various multisectoral and sectoral plans and programmes and ensuring consistency and coherence between them, formulation and issue of broad guidelines, instructions and manuals with respect to the timing, frequency and reporting operations in the respective manpower planning, training on the job placement activities including the respective strategy in the collection and use of the respective manpower data and information systems.

2.2 Those that could be decentralized at multisectoral level such as at ministries respectively and separately entrusted with the planning, training, distributive allocation of manpower for productive use in the Public Service, Public Corporations, the private sector and indeed in the rural sector will be functions such as determination of the magnitute of the supply and demand situations, identification of the respective requirements, development of the related manpower plans, programming for their development and utilization by each of the ministries

in addition to the requirements of organizations that constitute the multisectoral organizations for which they are responsible, the collation of the respective reports from the organizations, their plans and activities received by the specific ministries and organization for consolidation and transmittal to the ministry with overall national responsibility.

2.3 For sustained effort and ensuring that all the consumers of human resource are involved, further delegation of operational functions are needed. Such functions include formulation of organizational sectoral training and human resources utilization policies, determination of sectoral/organizational manpower requirements, their training and employment needs, development of appropriate manpower, training and employment plans: the latter of which should focus on career matrics and succession plans etc, programming and implementation of manpower and training need survey activities and training programmes, identification, distribution, allocation and productive use of human resource, evaluation of the manpower planning, training and utilization programmes, assessment of the performance and operation of their respective units; and subsequently reporting on their various activities in manpower planning training and productivity enhancement through the use of their respective human resource.

2.4 For efficiency, effectiveness and coherence of effort at the three levels, between the various organizations dealing with various factor inputs into the human resources development aspects, such as education, training, health, nutrition, housing, etc. and other human resources management support services such as transport, incentives etc. there is need for (i) broad manpowerpolicy, periodic instructions, guidelines and manuals on how the various activities will be co-ordinated and conducted, their frequency and reporting relationships between the national, multisectoral, and individual human resource consumer organizational or sectoral levels.

2.5 Presently in some countries, centralized functions are undertaken by ministries of Manpower Planning and Development as is the case in Zimbabwe, or Ministry of Manpower Development as is the case in Tanzania. Other nomenclature for such a ministry might include consideration of such titles as Ministry of Human Resources Development and Management, or Ministry of Public Service, Cabinet Affairs and Human Resources Management.

3.3 The devolution of functions to multisectoral level might take the following forms:

3.3.1 The responsibility for planning, training and distributive allocation of and audit of human resource in the Public/Civil Service could be delegated either the (i) Public Service Commission (as is the case in Zimbabwe) cabinet office - Directorate of Manpower Development and Training as is the case in Zambia or (ii) Cabinet, Establishments and Training as is the case in Nigeria and Malawi, or (iii) Directorate of Personnel Management as is the case in Kenya.

3.3.2 That for human resources planning, training and allocation of manpower in the Public Corporations could be delegated to the Ministry of Commerce and/or Industry.

3.3.3 The Ministry of either (i) Local Government, (ii) Co-operatives, (iii) Agriculture or whatever ministry is closer to or involved with the delivery of service or co-ordination and monitoring of development programmes in rural areas could be delegated the responsibility for the planning, training and distributive allocation for productive use of human resources in the Rural urban sector.

3.3.4 The Ministry of Labour could be delegated the responsibility for planning, training and distributive allocation for productive use of human resource in the Private Sector.

3.3.5 In return functions related to sectoral/organizational programming and actual conduct of manpower planning, training and use of human resource, evaluation and reporting on programme activities relative to manpower planning, training and distributive use of human resource in the respective organizations should be delegated to and conducted by each organization, Ministry be they in Government, Public Corporation or Private Sector organization and the right for compliance should be provided for in the related national legislations and policies governing the planning, development and productive use of human resource. The following diagramme show the respective clusters.

1. NATIONAL LEVEL

Either Ministry of (i) Manpower Planning and Development, or
(ii) Human Resources Development and Management, or
(iii) Manpower, Public Service and Cabinet Affairs

PERMANENT SECRETARY

Divisions/ Bureaux	Manpower Planning (To details as per instalment	Manpower Development (To details as per instalment 3, Education Ministry, Health, Social Services, etc.)	Manpower Distribution and allocation (To details as per instalment 4 and Ministry of Labour	Manpower Employment, and Productivity Audit and Statistics

2. MULTI-SECTORAL LEVEL

Manpower Planning, Training, Employment and Productivity) Depts.

FUNCTIONS DELEGATED → With appropriate
(i) Overall Manpower Policies;
(ii) Operational Instructions, Guidelines and Manuals;
(iii) Requirements for reporting and accountability upwards. - - - - - -

To either
a. (i) Public Service Commission
(ii) Cabinet
(iii) Directorate of Personnel Management
For Manpower in the PUBLIC SERVICE
b. Ministry of Labour
For Manpower in the PRIVATE SECTOR
c. Ministry of Commerce/Industry
For Manpower in PUBLIC CORPORATIONS
d. Ministry of Local or Government or Co-operations or Social Services
For Human Resources in RURAL AREAS

3. SECTORAL/ MINISTERIAL AND ORGANIZATIONAL

Manpower Planning, Training Employment amd Productivity enhancement) Units/ Sections

FUNCTIONS DELEGATED → With appropriate
(i) Manpower, training and employment policies
(ii) Operational instructions, manuals and guidelines
(iii) Requirements for reporting and accountability

To (i) All Government Ministries in case of (a) above and each of
(ii) All Private Sector production, service rendering or commercial/ industrial units or organizations
(iii) All and each of Public Corporation and Parastatals in case of c, above
(iv) All and each of country councils, municipalities, wards and village committees.

3.4 As earlier on indicated, each delegating authority will have to issue accompanying instructions, guidelines and manuals relative to the technical procedures related to the conduct of manpower planning, training and career programming and distributive allocation and productivity enhancement in human resources. The delegating ministry should demand that related manpower planners, trainers and career programmes, and employment officers be identified, trained and placed to operate within the national career structure of human resources development and management specialists; and that in the conduct of their duties, they operate within the framework of instructions, guidelines or manuals of the issuing ministry at national level.

3.5 The administrative structures at each of the three levels described in the foregoing pages, have to be accompanied with respective advisory (i) National Human Resource Council, (ii) Multisectoral occupational manpower boards, or (iii) Sectoral/Ministerial/Organizational Training/Human Resources Committees - to advise on practices, programme thrust and specialised demands. These advisory bodies are serviced by the respective chief technocrats at each level.

3.6 Needless to re-state that the kind of arrangements and functions such as described in the foregoing paragraphs indicate the need for a human resources development and management team composed of manpower planners, trainers and employment and productivity planners at each level and within every centre of production, service rendering or community/rural/development activity.

4. Training Facilities and Institutions:

4.1 The above stated organizational set up is administrative in nature. It does not execute the actual process of knowledge, skill and/or technology origination and transfer. For this purpose, each multisectoral, sectoral and organizational unit with its own requirements for specialized knowledge, skill and technological process requirements should be required to establish and operate its own specialized training institutions for the origination, transfer and evaluation of their knowledge, skills and technological requirements.

4.2 It is for this reason that Government agencies responsible for training in the civil service, those for training in public corporations, or those responsible for human resources development in the private sector and indeed for the rural sector should establish related executing research and training institutions: research for related problems analysis, and new knowledge, skill, technology and process origination; and training for the appropriate transfer of these to the users. Needless in this regard to stress the role of "folk or village" training centres in the transfer of technology to rural areas.

4.3 As the pressure for increased accessibility to training opportunities mounts, entrepreneurs often cash in establishing private institutions, some of whose quality, facilities, staff and instructional process is not worth the paper they are planned on. This sort of situation not only distorts the national quality of human resource output, but defrouds the public who may not be getting their money's worth. In this connection the national agency, or the ministry to whom multisectoral responsibility for organizing and monitoring training in the respective sector must promptly intervene to protect those being exploited.

4.4 In view of the preceding considerations, all the training institutions, be they owned by Governments the respective ministries or departments, established by public corporations, private sector organizations or individual entrepreneurs, should be regarded as national assets (though not nationalized) and therefore should be subject to (i) regulated growth, (ii) inspection and certification to engage in knowledge, skill and technology origination and transfer.

4.5 To meaningfully regulate the establishment of institutions, and subject them to regular inspection for certification, the need is for setting of national norms and standards of not only performance, but to kind of equipment and facilities required in the areas in which the institution operates.

4.6 Once established, these institutions must not only be and remain linked to their client or parent organizations through initiating and conducting tailor made training and technology transfer programmes, but there must exist a training institution-parent/client interface such that the research of the institution must be addressed to the analysis of operational problem prevailing in the conduct of the parent-client organization's activities. As they train the organization's staff in acquiring new knowledge, skills and technology devised/originated (through development research) to deal with the identified problems, the institutions consultancy efforts must be in the installation of new procedures, process and technology that formed the basis of training.

4.7 The institution-client or parent organization interface could be strengthened by linking the institutions research, teaching and consultancy life with the service rendering or production life of their client-parent organizations. This would enable experienced practioners in the parent organizations world of work to continously intermingle with students and faculty of their related institutions thus bring theory to bear on practice and practice to bear on theory; while the life of institutions is brought to bear on life of these organizations and vice versa.

5. Funding the training function:

5.1 Training and technology purchase, acquisition or transfer is an investment in which nation states must be ready to forgo opportunities now for future benefits. Though Governments have operated training on the basic of normal treasury subventions, this has been far from satisfactory, as any Government costs have often affected allocations on training. It is for this reason that other sources involving equitable contribution from the state, the private sector, public corporations and individuals must be explored: i.e. both the developer and the consumer of quality human resources must share the costs involved in human resources development. In this connection, measures such as the following may need to be introduced to provide the financial support of the system discussed herein.

(i) Training levies whereby every employer is charged a percentage levy not more than 2% of his total pay roll, or declared profits (if engaged in profit making activities).

(ii) Tax exemption or rebate scheme for investment on costs incurred on training or technology transfer activities

(iii) Lump sum payment on every non-national employed to continue until such time that a national is trained and placed on the job. Such that fee cees to be paid as soon as a national has been trained and placed on the job.

5.2 The funds derived and accruing from the scheme should be consolidated under a Training and Transfer of Technology Fund to be managed by the national ministry responsible for human resources planning, development and utilization. To gain access to the fund, each agency to which the manpower planning, training and utilization function is delegated should submit an annual training plan together with estimated costs for veting harmonization, clearance and approval for benefiting on refund basis, from the consolidated fund.

5.3 This kind of arrangements already exist in countries where the industrial training levy and other schemes exist. The fund is consolidated and managed within the Directorate of Industrial Training. However caution must be sounded on the practice of organizations passing the levy costs to customers, or cuts in salaries of employees. Where this has been done, the organization in effect in getting a free refund when the actual costs of training were borne by customers-national publics!

5.4 Employment of a non-national and the payment of a lump sum with a proviso of developing a national is a contract between the employing agency and Government agency enforcing the "Localization" of personnel rules, and the local counter-part employee. As a contract, the parties must establish definitive rules of the game. Among such rules is the following prior requirements:

(i) The employing agencies production of a definitive training plan, showing the content to be covered, how and where, and an estimation of the time to be covered at each phase/stage of know-how transfer.

(ii) The national government production of a national who is not only trainable but capable of "sticking on".

(iii) The depositing of the training programme with the national agency responsible for human resources planning, development and utilization, for continued monitoring and enforcement of contractual obligations by the parties.

6. SUMMARY CONCLUSION AND SUGGESTIVE POLICY IMPLICATIONS

6.1 Attempt has been made in this paper to highlight (a) the need for African Governments to develop, establish and implement a comprehensive human resources development and utilization policy package; and (b) those critic al issues and questions that should be generally considered during the identif cation, formulation and operation of such a policy package. The purpose is to provi le a general framework as a guide to African Governments in developing and administering a comprehensive manpower policy in response to the Monrovia Conference.

6.2 Identified as major policy areas at which explicit and definitive policies should be continuously and systematically directed are (i) manpower planning and programming within the development process, (ii) education and training, and (iii) employment and labour productivity. For effectiveness, policies within each of these areas should interrelate and re-enforce one another.

6.3 Basically two major conclusions emerged. First it is clear that the mere formulation of a comprehensive national manpower policy is a necessary but not a sufficient condition for ensuring the achievement of self-reliance in the planning, development and utilization of human resources as required by the Lagos Plan of Action. More important to the accomplishment of this requirement is also the establishment of institutions and actions supported by appropriate commitment geared towards the approval, rectification, dissemination and implementation of the formulated policies.

6.4 The second point is that any adopted comprehensive manpower policy should benefit from an efficient and functional machinery with sufficient legal and operational authorities and clear definition of functional relationships and responsibilities for the planning, administration, implementation and coordination of all activities related to manpower development and utilization and policy execution.

6.5 In view of these conclusions, it is recommended strongly that African Governments initiate and develop, as a matter of priority, institutional manpower policy formulation and administrative capabilities for the enhancement of political, social and economic development of their respective countries. Guidelines with respect to the development and implications of each of these two conclusions are contained in installments 2, 3 and 4.

POLICY ASPECTS AND INSTITUTIONAL MACHINERY FOR POLICY GUIDANCE AND COORDINATION OF MANPOWER PLANNING AND PROGRAMMING

1. INTRODUCTION

1.1 Manpower planning provides the basis for a planned approach to manpower development, distributive allocation and productive utilization for the acceleration of national development. In the process of establishing this basic linkage, the following should be considered:

(i) the identification, analysis and specification of manpower development and utilization problems, objectives and alternative programmes and strategies;

(ii) the initiation, formulation and administration of manpower policies;

(iii) the development of plans that would synchronize the outputs of the development and utilization components of the overall programme, and

(iv) the co-ordination, monitoring and evaluation of the execution of adopted measures to ensure maximum results.

1.2. To ensure the effective execution of this role, functional national institutional capabilities need to be developed and operated. Consequently the prupose of this guideline is to develop and suggest for discussion a general framework for the development of such a machinery, the staff and other related requirements. When instituted and operated, three major outputs are perceived from the suggested general framework:

(a) definition and formulation of overall manpower policies for the development, distributive allocation and maximized utilization of human resources;

(b) the development of an operating machinery and related manpower planning personnel with appropriate linkage for the identification and formulation of complementary manpower development and utilization policies, plans and programmes for the acceleration of national socio-economic development, and

(c) the development of processed data and information flow systems for effective planning, co-ordinating and evaluating human resources development and utilization programmes.

1.3. In the formulation of related manpower policy and the establishment of the suggested Division, the issues of multisectoral, sectoral and individual organizational manpower policies, accountability and co-ordination within and between sectoral operational linkages should be taken into account. The former issue relates to overall policy guidance, respective sectoral policy integration into national action strategy, administrative machinery and the choice of whether the Central Planning function should

be an integral part of either the Ministry of Planning and Development or the Ministry of Labour or indeed special Ministry for human Resources Development and Management, thus having a centralized function operating within and co-ordinated by an autonomous agency or ministry. In the consideration of this issue, factors such as the priority accorded to human resources planning, development and utilization and the subsequent authority to be accorded to the agency as well as the ranking of national population, education, employment and income objectives, should play an influencial role.

1.4. With regards the issue of operational linkages with other ministries and the private/parastatal organizations, it would be wholesome to establish a central policy guidance, and co-ordinating agency to consolidate efforts of manpower planning activities undertaken by multisectoral or sectoral ministries, agencies and parastatals which should have within their respective planning units, a manpower planning capability specifically for determining, analysing, and ensuring the requisite manpower for the effective implementation of their on-going and anticipated projects. As a suggestive measure to facilitate the development of this capability, the Central Manpower Planning Agency should establish, develop and maintain a viable machinery within itself, as well as foster the development of sectoral units and functional relationship with these sectoral units, but also

(a) establish appropriate central, multisectoral, sectoral and organizational manpower planning units, with related linkages between the central agency with those at multisectoral, sectoral and organizational levels.

(b) recruiting developing and posting to each unit a manpower planner to provide technical leadership and organize their manpower planning activities;

(c) periodic development and issue of procedural guidelines and manuals to facilitate technical operations and smooth co-ordination in manpower planning data collection; and

(c) gradually performing a co-ordinating and collaborating role as a focal point in the manpower planning component within the respective planning units until they become self-sufficient.

1.5 The guideline is divided into five sections. Broad Manpower Policy considerations including the introduction; the structure of the Central Manpower Planning Agency are presented in the second and third sections respectively. The specification of broad functions and terms of reference for the various sections and units within the planning agency is done in section four. The fifth section deals with the manpower (staffing) requirements for the effective implementation of the identified functions.

2. BROAD ASPECTS AND ELEMENTS OF A MANPOWER POLICY

2.1 The general focus of a national manpower planning policy should be aimed at meeting the needs of the entire population through the provision and co-ordination of appropriate guidelines and strategies for the development and productive utilization of the population. It is useful that the policy package takes into account the distinction between manpower, work force and total human resources potential given that different approaches may be required to address specific problems of say the young and aged, the able-bodied and the handicapped and those in corrective and healing institutions.

2.2 Of significance is that manpower policy objectives, goals and strategies should be related to and consistent with other national policy objectives, goals and strategies so as to allow for efficient resource utilization and co-ordination. These other policy areas include (i) education and training, (ii) employment and labour productivity and (iii) national savings, investments and production. As a result of this general rules of thumb, there are three major considerations that should define the direction and scope of a national manpower policy. These are:

(i) the enhancement of national productivity for the stimulation of national income and re-investment;

(ii) the enhancement of self-reliance in income and employment generation at the individual and national levels; and

(iii) the development and promotion of a strategy for the mobilization, development and utilization of the total population.

2.3. Certain steps, strategies and techniques are however required when national manpower planning policies are being formulated and implemented. These are considered in the rest of this section with the view to provide guidance to manpower planning policy makers and managers.

2.3.1 Steps and Strategies needed in the Identification and formulation of a comprehensive Manpower Policy:

Steps:

There are two major steps involved in the identification and formulation of a manpower policy. (i) initiating action and (ii) discussion of drafted policies. Definite assignment of responsibilities in each of the areas with respect to over-all policies must be made to appropriate officers, avoiding overlaps and waste. These steps are as follows:

(a) Initiating action

(i) Determine the end result desired from the policy,i.e. Waht is the objective of this policy? Why is it necessary? What will it accomplish?

(ii) Gather all pertinent facts about the problem.

(a) What is the present policy?

(b) What are the problems about it?

(c) What principles are involved?

(d) What have other nations done about it?

(e) How do other people in other institutions feel about it?

(f) Who are the best qualified people in this field to talk to?

(b) Preparing a draft for discussion, developing content and a tentative outline

(a) discuss alternate course of action

(b) who will be affected by this policy?

(c) who is finally responsible for the end results of the policy?

(d) what will be the effect of this policy on the organization as a whole?

(e) write down major concepts; discuss with appropriate persons for advice, clearances and suggestions.

(f) develop revised draft for further discussions and recommendations.

Strategies

A preferable strategy approach for the initiation of action and the draft preparation for discussion calls for a collaborative effort between the national manpower policy making body and the various arms of Government (education, health, social services, agriculture, nutrition etc.) and labour productivity planning. The ultimate responsibilities for initiating, developing and recommending policies should rest largely on the staff of these respective agencies.

In the discharge of these responsibilities, certain elements need to be taken into consideration.

1. Establishment of the legal basis of the policy

1.1 Review and cite relevant:

- Manpower development and employment circulars,

Cabinet Memoranda on human resources,

Presidential Directives/Orders or Statements and

Related chapters in the relevant/organization Regulations

1.2. Indicate appropriate aspects in the scope of the Law within National Statutes and regulations, manuals and guidelines as issued by the overall manpower policy making and coordination body.

2. Establishment of the operational basis of the Policy

2.1. Review and cite substantive policy elements focusing on:-

(a) the objectives, strategies and functions of manpower planning and programming ;

(b) the administrative machinery for policy guidance and execution regarding

(i) reporting and evaluating content and their frequency;

(ii) extent of inter-ministerial and intersectoral co-operation and collaboration in formulating and executing manpower plans and programmes;

(iii) the nature, scope and timing of activities to be undertaken to ensure maximum results.

2.2 Review and relate to the manpower policy, those policy elements that focused on private and public savings and investment plans and programmes.

3. Establishment of the Institutional basis of the Policy

Each responsible agency/institution, in collaboration with other relevant agencies and institutions, will have to develop adequate capabilities in three interrelated fields of specialization. Accordingly, the policy element should indicate the strategy and component for the development of institutional capabilities in the following:

3.1 Manpower Planning and Programming:

the ability to formulate, develop and integrate within national plans appropriate manpower plans and strategies; and to identify and programme manpower development and utilization activities.

3.2 Manpower Policy formulation, co-ordination and evaluation: the ability to:

(a) diagnose policy implications and formulate policy measures from conducted manpower studies and surveys; and

(b) monitor, co-ordinate, evaluate and report on the implementation of education, training, employment and labour productivity programmes.

3.3 Manpower data and information collection and analysis:

the ability to design, develop administer and publish manpower studies and surveys.

4. Establishment of lines of responsibilities for the policy

Basic to the strategy is the need to clearify and state clear statement of who does what in relation to the formulation and execution of manpower planning programmes. Besides ensuring accountability, the exercise would provide for better co-ordination and resource utilization. Hence manpower policy should delineate and allocate advisory and executive functions and responsibilities at: (i) the national level, (ii) the establishment level and (iii) the sectoral level.

The following general responsibilities and functions are suggestive guidelines which should be considered when formulating a manpower planning policy.

4.1 The President or Head of State

4.1.1 Overall supervision and control of national human resource development and utilization planning.

4.1.2 Approval and transmittal to parliament/house of assembly or related reports and activities as prescribed by the manpower laws of the nation.

4.1.3 Designation of presidential appointments and delegation of authority to Government agencies for initiating and executing manpower planning.

4.2. The Central Manpower Planning Agency

4.2.1 Programme, schedule, design, develop and administer or co-ordinate manpower studies and surveys in support of national manpower policies.

4.2.3. Monitor the implementation of manpower development and utilization policies.

4.2.4 Promoting and co-ordinating the preparation and continuous review, evaluation and adjustments of manpower plans as provided for under the laws and provisions of manpower policies.

4.2.5 Assisting other agencies/institutions in the development of manpower surveys and plans.

4.2.6. Providing technical advisory services to the Chief Executive on ways and means for strengthening the formulation and implementation of manpower policies.

4.3 Public and private sector employers

4.3.1 Provide the necessary manpower data and information as required by Law.

4.3.2 Develop respective manpower policies, and strategies for the development and utilization of their respective staff requirement.

4.3.3 Report to the Central Manpower Planning Agency on the implementation of activities and programmes as contained in national manpower plans.

4.3.4 Participate in the identification and formulation of manpower policies.

2.3.2 Techniques and Actions Required for the Approval, adoption, and Release of the Approved Policies

2.3.2.1 Manpower policies identification and formulation are not ends within themselves for ensuring efficient development and utilization of a nation's human resource. Also of significance in manpower policy administration is the establishment of action that will result in (i) the approval and rectification of the formulated policies at the highest possible decision making level, (ii) the dessemination and interpretation of those policies to the concerned sectors and actors in the economy, and (iii) the over-all commitment and actions to ensure the full implementation of the policies.

In initiating the required action, several trial and error techniques and questions are involved though their nature depends on the requirements and organization of a particular country. Among the most common of these are the following:

2.3.3.3 On the Approval of Policies:

(i) Review proposed statement for accuracy, brevity, and completeness - Is it necessary? Does it accomplish the objective for which it is designed?

(ii) Secure competent technical advice regarding the adequacy of the statement. Is it in conformity with acceptable practices within the Public Service? If not, does it cover the deviations desired? Is there further research required before it is recommended for adoption?

(iii) With whom should this policy be cleared before further action is taken? Have all necessary clearances and comments been secured by those affected by this proposal policy? What are the differences in opinion in order of importance, in the event there is lack of agreement on the part of all persons affected? Should further effort be made to secure a consensus before any action is taken?

(iv) What concurrences are necessary before this policy should be recommended for approval - by whom? Have all necessary concurrences been secured? If not, why?

(v) What is the highest point of authority required for final recommendation on this policy? Is this policy ready for review, and recommendation?

(vi) Who is authorized to approve this policy? Is the draft complete in every detail, with the required recommendation, and ready for consideration and approval?

(vii) When should this action be submitted to the approving authority?

(viii) What official records are required, and what notifications of approval are sent to whom?

2.3.2.3 On the release and interpretation of policies

(i) Determination of persons affected, co-ordination required.

(ii) Timing the release, and manner of release; is distribution of copy sufficient, or should group meetings be called for supplementary interpretations? If meetings are required, what details are involved as to media and mode of communication.

(iii) Day-to-day administration of the policy; who interprets what to whom?

(iv) Who administers exceptions to policy?

(v) Style and format of release, if not a standard policy manual issue?

(vi) Who spot-checks interpretations to ensure uniform understanding and acceptance?

2.3.2.4 On Commitments and Actions for the Implementation of Policies

(i) Prescribing adequate regulations to assure uniform understanding and observance.

(ii) Designating respective responsibilities, authorities and accountability for carrying the policy into effect.

(iii) Clarifying administrative controls with respect to the policy; who is accountable for what controls established by the policy?

(iv) Reviewing and evaluating periodically all policies in effect; co-ordinating the whole process and making necessary adjustments.

3. ADMINISTRATIVE ASPECTS OF MANPOWER PLANNING FOR POLICY GUIDANCE AND PROGRAMME COORDINATION

3.1 The establishment and operation of an effective institutional machinery for manpower planning and programming will enhance greatly the formulation, coordination and implementation of a comprehensive national human resources development and utilization policy. Basic to this machinery is the specification of respective functions, responsibilities and expected outputs of the various organs within the machinery. The purpose of this section is to outline those basic functions, responsibilities and outputs.

3.2 A summary of these together with a suggestive organizational structure of a manpower planning division or agency is presented in figure 1. It should be noted that these broad functions and sectional demarcation could be combined, narrowed, or broadened in accordance with the scope and needs of national programmes.

3.3 Broad Functions of Sections and Units

3.3.1 Surveys social studies and information section

1. Programme, design, develop and administer and/or co-ordinate manpower surveys.

2. Develop and/or revise techniques and methods for assessing and forecasting present and future manpower supply and demand by occupation and industry as well as those for estimating present and future training needs for high-level occupations.

3. Collaborate in the design and conduct of periodic income, establishment and labour force and labour market surveys.

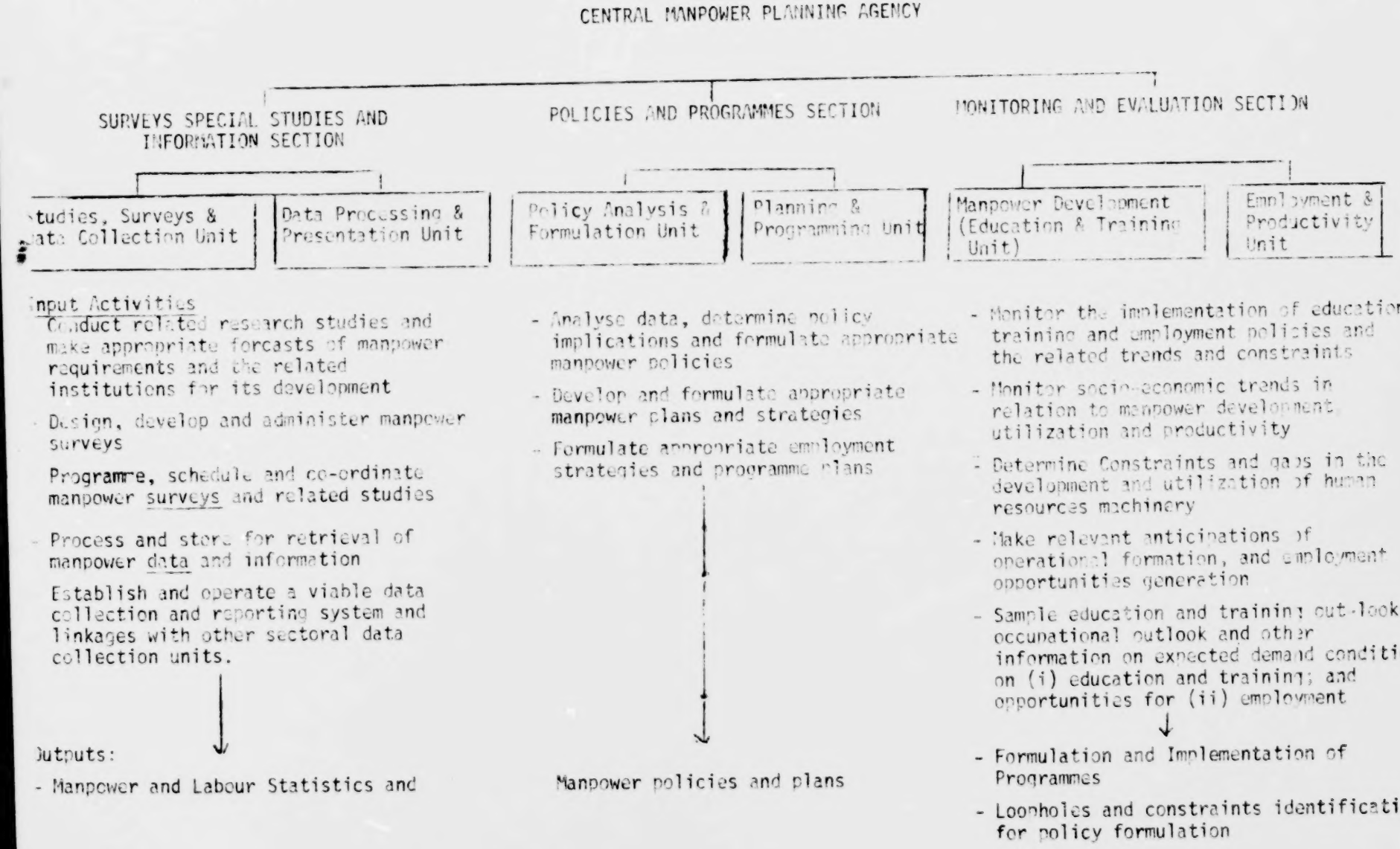
4. Assemble, analyse, extract, translate and publish data related to the labour force, the labour market, the industrial and non industrial sectors and the educational and training institutions with the view to:

   (a) determine and project the flow of present and future high and middle-level manpower stock within the economy; and

   (b) determine and project present and future skill requirements in response to national development objectives.

5. Establish and operate a viable human resources data collection and reporting system and linkages with sectoral data collection units with the aim to produce periodic manpower, labour force and education statistical time series.

Fig.1: ORGANIZATIONAL STRUCTURE AND SUMMARY OF FUNCTIONS FOR A CENTRAL MANPOWER PLANNING AGENCY


CENTRAL MANPOWER PLANNING AGENCY
SURVEYS SPECIAL STUDIES AND INFORMATION SECTION
POLICIES AND PROGRAMMES SECTION
MONITORING AND EVALUATION SECTION
tudies, Surveys & ata Collection Unit
Data Processing & Presentation Unit
Policy Analysis & Formulation Unit
Planning & Programming Unit
Manpower Development (Education & Training Unit)
Employment & Productivity Unit
nput Activities
Conduct related research studies and make appropriate forcasts of manpower requirements and the related institutions for its development
- Design, develop and administer manpower surveys
Programme, schedule and co-ordinate manpower surveys and related studies
- Process and store for retrieval of manpower data and information
Establish and operate a viable data collection and reporting system and linkages with other sectoral data collection units.
- Analyse data, determine policy implications and formulate appropriate manpower policies
- Develop and formulate appropriate manpower plans and strategies
- Formulate appropriate employment strategies and programme plans
- Monitor the implementation of education training and employment policies and the related trends and constraints
- Monitor socio-economic trends in relation to manpower development utilization and productivity
- Determine Constraints and gaps in the development and utilization of human resources machinery
- Make relevant anticipations of operational formation, and employment opportunities generation
- Sample education and trainin; out-look occupational outlook and other information on expected demand conditi on (i) education and training; and opportunities for (ii) employment
Outputs:
- Manpower and Labour Statistics and
Manpower policies and plans
- Formulation and Implementation of Programmes
- Loopholes and constraints identificati for policy formulation

In turn, the following units and related functions could be delineated from this major function:

(i) Plan and design in collaboration with the Policies and Programming Section, the nature, scope, coverage and dimensions of the required data for manpower surveys and studies;

(ii) Programme, schedule and participate in or co-ordinate the conduct of manpower surveys/studies;

(iii) Determine in collaboration with the Policies and Programming Section the respective instruments and strategies for manpower surveys; and identify the required resources and facilities for the conduct of such surveys/studies;

(iv) Assemble, breakdown, review and periodically update available manpower and education data;

(v) Collect, collate and store relevant data from other agencies.

(b) Data Processing and Presentation Unit

(i) Retrieve raw data, code, tabulate and present in accordance with specified classification and form for manpower development and utilization planning, i.e. policy formulation and implementation;

(ii) Establish, develop and operate a viable manpower development and utilization data bank and information system together with appropriate linkages with other sectoral data collection units;

(iii) Determine adequacy and implications of available data in relation to the formulation and implementation of manpower development and utilization plans; indicating problem areas and advising on ways to improve the data utility;

(iv) Develop appropriate manuals in collaboration with the Surveys and Data Collection Unit, for designing, conducting and processing of manpower surveys;

(v) Make projections of crude data to determine future manpower supply and manpower demand;

(vi) Develop and maintain an inventory of high level and skilled manpower in collaboration with other relevant agencies.

3.3.3 Policies and Programming Section

1. Study and analyse labour market studies, establishment surveys, industrial and non-industrial investment studies, education plans and population statistics with view to:

(a) identify problem areas relative to manpower development, manpower deployment and manpower utilization and advise on ways to solving them;

(b) determine their policy implications in relation to overall national development;

(c) formulate appropriate human resources development and utilization policies, strategies and periodic manpower plans and profiles.

2. Participate in the formulation and preparation of national socio-economic development objectives, policies and plans.

3. Develop and adjust manpower planning models and up-date analysis procedures to guide the Surveys and Information Section.

The following unit level functions could be derived from this major function.

(a) Planning and Programming Unit

(i) Formulate and develop appropriate manpower plans and strategies as part of overall national socio-economic development programmes by studying;

- the formulated manpower development and utilization policies measures and strategies;
- projected manpower supply and demand statistics;
- national needs and available resources.

(ii) Identify and programme manpower development and utilization activities and integrate these with overall national development plans and programmes;

(iii) Specify the type, scope and nature of information and data required for the formulation of manpower planning and if necessary, participate in the design of data gathering processes.

(b) Policy Analysis and Formulation Unit

(i) Analyse studies and research findings and interprete demographic, labour market, education and other relevant data with the aim to diagnose their policy and programmes implications for national development;

(ii) Initiate and formulate broad population, education, training and employment objectives and policies for incorporation in national development plans and national employment and productivity plans; and national investment and production plans.

(iii) Assess national and regional policies for industrial and agricultural development, employment and productivity, education and training and establish functional linkages and consistencies among the various policies.

3.3.3 Monitoring and Evaluation Section

1. Monitor, co-ordinate, evaluate and report on the implementation of:

   - national vocational training and education programmes
   - employment, income and labour productivity schemes
   - social security and population adjustment programmes

2. Collaborate with appropriate agencies on the identification and development of programmes and measures that will enhance the effectiveness of manpower development and utilization programmes and plans.

3. Identify institutional and operational gaps, problems and constraints surrounding the implementation of manpower plans; and suggest possible adjustments for maximum results.

4. Monitor socio-economic trends in relation to manpower development, allocation and productivity.

The following unit level functions could be delineated from the above major function:

(a) Education and Training Monitoring Unit

(i) Review and develop proposals for the reformulation of education and training policies and objectives;

(ii) Monitor education and training development trends, enrollment outputs, dropout rates, teacher population trends in relation to the meeting of national skilled manpower requirements,

(iii) Evaluate short and long-term education and training facilities, systems and resources so as to identify problem areas and solutions;

(iv) Collaborate with the Ministry of Education and training institutions in the identification and development of programmes and measures for the development of the required skills.

(b) Employment and Labour Productivity Unit

(i) Review and develop proposals for the reformulation of employment generation and labour productivity policies and objectives;

(ii) Monitor and co-ordinate programmes that affect the size, composition and other characteristics of the labour force, the labour market and the product market,

(iii) Evaluate and report on social welfare programmes, wage and incentive determination schemes, workers and employer attitudes and national investment promotion programmes with view to (a) identifying constraints and problems and (b) suggesting possible solutions,

(iv) Collaborate with the Ministry responsible for Labour Affairs, employers and employee organization, and social welfare institutions in the identification and development of programmes and measure for generating productive employment, income and increasing labour productivity.

4. STAFFING REQUIREMENTS FOR EFFECTIVE MANPOWER PLANNING

4.1 The staff size for each of the above sections should depend upon:

(a) the size, composition and structure of the labour force;

(b) the volume of work envisaged or to be performed;

(c) the efficiency level of other ministerial units collaborating in the identification and implementation of manpower development and utilization objectives and policies and

(d) the availability of adequate financial and human resources.

4.2. Whatever is the case, the following should constitute the core of professionals from which a team could evolve if the output targets of the Division/ Agency are to be met:

4.2.1 Division Head

The Officer must be a qualified and experienced manpower or education planner with considerable administrative and/or public administration and management experience. He/she must have the requisite status and authority to be able to relate effectively with other heads of departments and organizations in both the public and private sectors.

In the absence of a manpower planner or an educational planner, the Officer could be one of the following and should have had an appreciable level of training in manpower planning:

(i) Development Economist or Administrator

(ii) Sociologist

(iii) Demographer

4.2.2 Surveys, Special Studies and Information Section

The combination of the following types of personnel, given appropriate orientation, should provide the core staffing requirement for the section:

(i) Professional Staff

(a) Applied and Mathematical Statisticians

(b) Demographers

(c) System Analyst and/or Computer Programmer

(d) Sociologist

(e) Macro Economists

(ii) Sub-Professional/Technical Staff

(a) Statistical Assistants

(b) Ad-hoc field workers

(c) Enumerators

4.2.3 Policy and Programmes Section

In addition to specialized training in manpower planning and policy analysis and formulation the Officers must have at least a university honors degree in one of the following fields:

(i) Macro Economics

(ii) Economic Development and Planning

(iii) Education and/or Vocational Training; and

(iv) Demography.

As such, the staff whose size is a function of national needs and available resources should be a team composed of:

(a) Labour and Manpower Economists

(b) Macro-Economic and Education Planners

(c) Development Economists

(d) Public Administrators

4.2.4 Monitoring and Evaluation Section

Officers must have at least a university honours degree in one of the following fields:

(i) Manpower Economics

(ii) Economic Planning and Development

(iii) Public Administration and Management

(iv) Education and

(v) Sociology.

Particularly, they must develop capacities and capabilities for project development, project monitoring, and project evaluation and for making recommendations for policy guidelines. Accordingly the team should be composed of:

(a) Economic development planners

(b) Public administrators and managers

(c) Education and vocational training planners

(d) Sociologists

(e) Labour economists.

5. DATA AND INFORMATION REQUIREMENTS

5.1 In manpower planning, statistic and information is required for one or more of four primary reasons: first to evaluate current manpower supply and demand situations relative to national goals; second for estimating future manpower resources and requirements, third, for identifying manpower development and utilization problems with a view to formulating policies and programmes to redress these problems in light of national needs; and finally, to assist in providing vocational and career guidance to ensure an effective distribution of skills and careers within sector and region.

5.2. Consequently, the types and structure of information required should be such that it will help to provide answers to a number of questions, among which are the following three:

(i) Given national development objectives,what are the current and future manpower and employment situations?

(ii) What are the size, composition, qualities, level of diversity and aspirations of the present and future work force and how best can these be adjusted for maximum productivity?

(iii) What can and should be done nationally to (a) improve and maintain the quality of labour, and (b) satisfy the equilibrium conditions of the labour market?

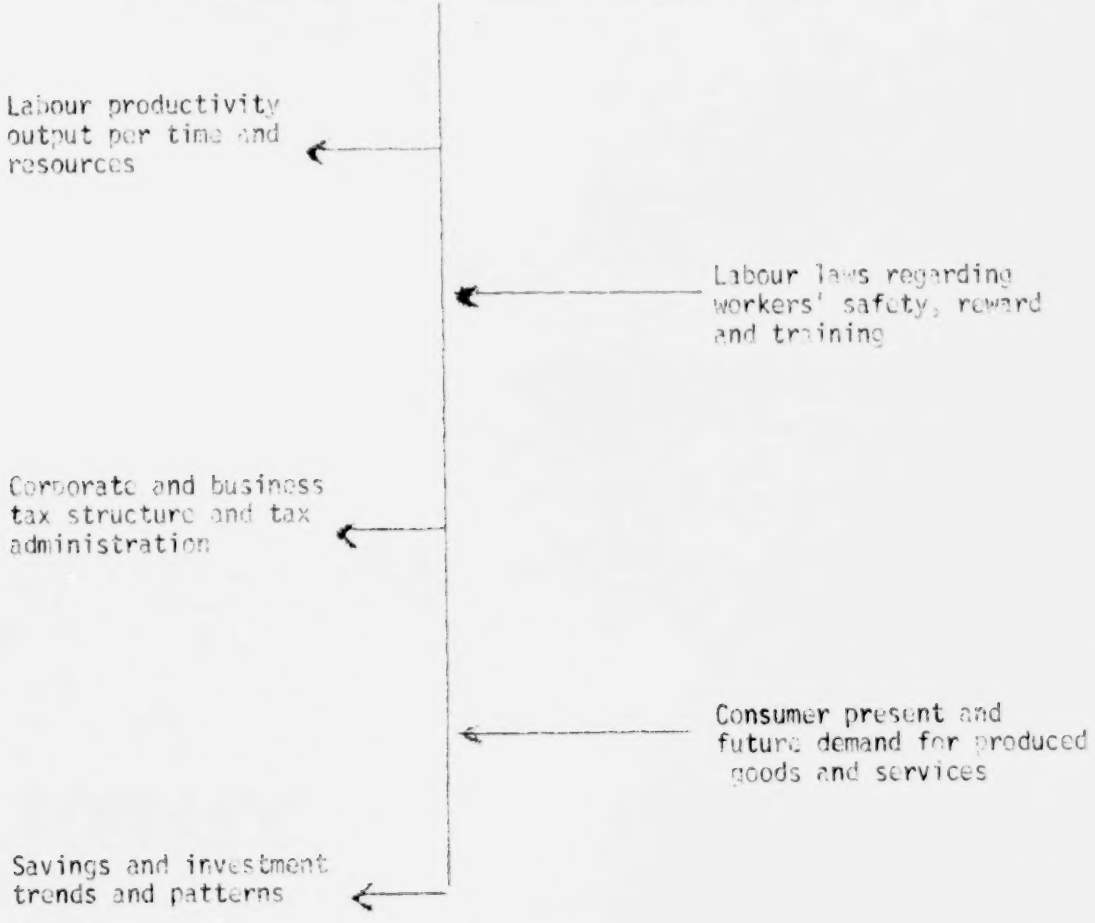
5.3 To talk of integrating manpower planning into overall national development planning, is partly to provide appropriate answers to the above questions. In so doing, manpower planners will have to develop the abilities to (i) identify the types and forms of data and information required; (ii) locate, process and analyse available administrative and quantitative data and information and (iii) collaborate with national data collectors for the collection of statistics and other information on a systematic and periodic basis. Perhaps the inabilities of African manpower planners to perform these three tasks have given cause to the consistent claim of data deficiency in Africa for manpower planning purposes.

5.4 The purpose of this section therefore is to provide a guide towards identifying the types, forms and sources of statistical and other information required for manpower planning. Hopefully with the types and sources identified, issues such as locating information and collaborating with data collectors would be addressed partially. There are three parts to the section. The first part describes broadly those specific areas of interest to the manpower planner for which statistical data and other information would need to be assembled and processed. This is followed by the identification of the types and utility of data and information required for manpower planning. The last section identifies primary and secondary sources from which the required data and/or information can be derived.

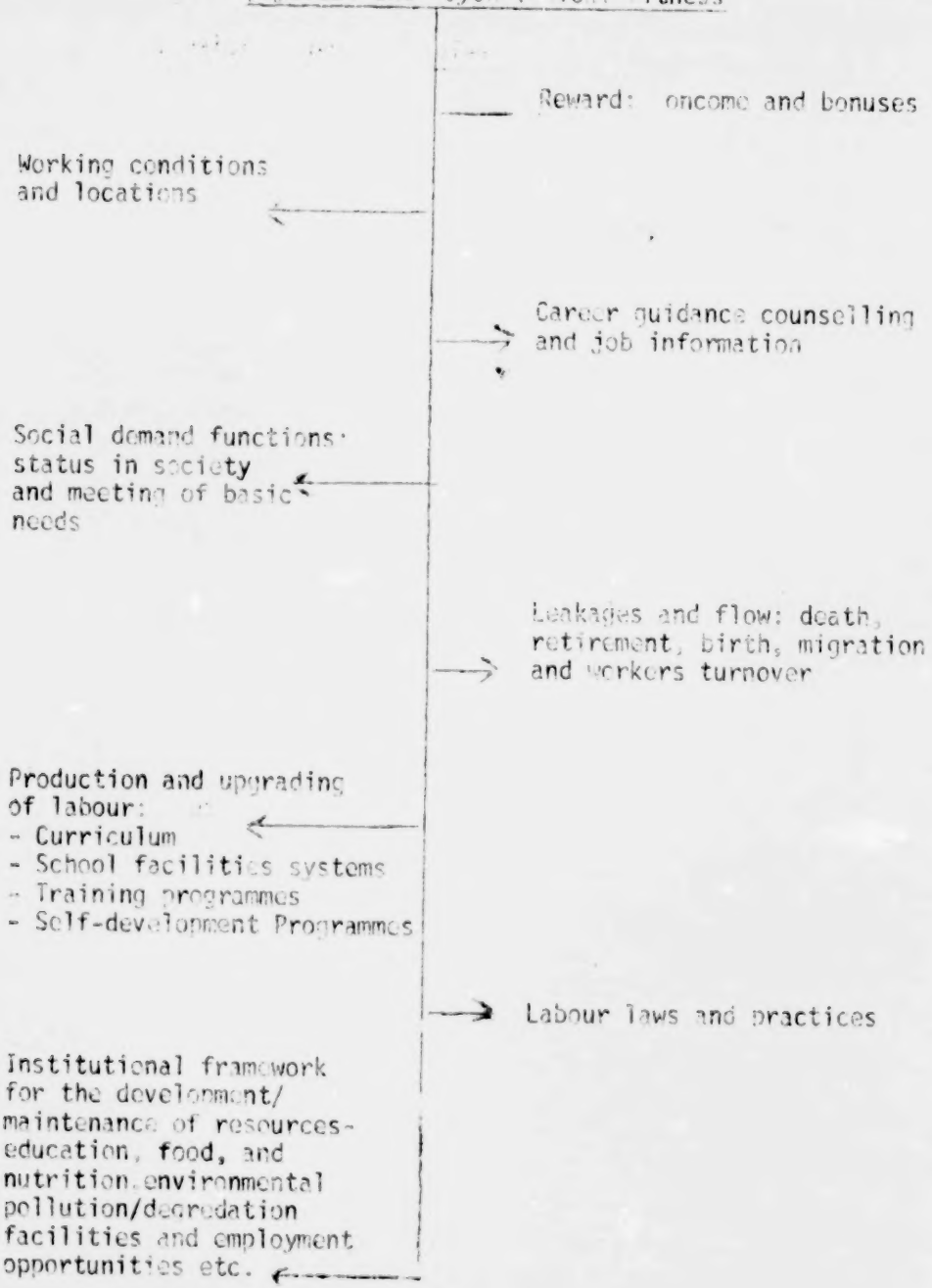
5.5 Areas of interest for the manpower planner

The buyers and renters of labour negotiate around a package of skills, knowledge, attitudes, physical and psychological fitness. It is therefore the task of the manpower planner to assess, match, and project the demand for and supply of these human value resources. To perform this task, the manpower planner should judiciously analyse those factors that influence labour demand and labour supply functions. The general nature of these factors, which ought to be of utmost interest to the manpower planner; and for which statistical data and other information need to be assembled and processed, are shown in the diagrams below. It should be noted that the combined effects of these factors not only shifts the demand and supply curves of labour outward, but determines the quality level of labour.

(a) Factors affecting demand for human skills, knowledge, attitudes, physical and psychological welbeing, and efficiency


Labour productivity output per time and resources
Labour laws regarding workers' safety, reward and training
Corporate and business tax structure and tax administration
Consumer present and future demand for produced goods and services
Savings and investment trends and patterns

(b) Factors affecting supply of human skills, knowledge, attitudes physical and psychological fitness


Reward: oncome and bonuses
Working conditions and locations
Career guidance counselling and job information
Social demand functions: status in society and meeting of basic needs
Leakages and flow: death, retirement, birth, migration and workers turnover
Production and upgrading of labour:
- Curriculum
- School facilities systems
- Training programmes
- Self-development Programmes
Labour laws and practices
Institutional framework for the development/ maintenance of resources- education, food, and nutrition. environmental pollution/degredation facilities and employment opportunities etc.

5.6. Types of Data and Information Required for Manpower Planning and their Sources

The manpower planner needs to have, either by generation or by collation, a series of periodic data and information to facilitate judicious analysis on each of the above factors of interest. The required data or information could be primary or secondary depending on the need for which it is obtained or on the use to which it is put. It is considered primary when used as dependent variables in an objective function. When used as broad parameters or guidepost to arrive at a conclusion, it is considered as secondary. The important point is that when the data or information is of the primary nature, all efforts to ensure its reliability and relevance should be made by the manpower planner. This rule of thumb is also true of secondary data but to a lesser degree.

5.7. Types of data or information required

The types of quantitative and qualitative information needed for manpower planning are classified under four broad groupings. The basis for this classification is to allow manpower planners to (i) better organize the process of data collection, and (ii) facilitate sector analysis in relation to manpower programmes.

The four main groups and their sub-groups are:

(i) Production information

- Agriculture
- Industry and service
- Wholesale and retail trade

(ii) Demographic indicators

- Aggregates
- Vital statistics
- Migration

(iii) Social information

- Education and training
- Health
- Employment and conditions of work
- Household statistics
- Nutritional status

(iv) Financial information

- National accounts
- Disposable income and savings
- Price indicies
- Public finance regulations and statements

5.8 Utility of data to the manpower planner

Before considering the particulars of the above required information, it would be appropriate to briefly examine the utility of each major group to a manpower planner.

(i) Production information: There is evidence that agriculture is the most important activity in Africa. Industrialization through import substitution on the other hand is of great concern to many African governments. Trade and services do play significant roles in the productive lives of the African peoples. As such, activities in these areas provide employment to and account for income of a large part of the population. Therefore, indicators in connexion with national efforts at efficiency and increased productivity in each of these sectors will have to be sought to socially assist with the:

- formulation of employment generation policies and programmes
- determination of present and future manpower needs
- development and monitoring of a system which ensures labour transfer from say agriculture to industry or to the tertiary and informal sectors or vice-versa.

(ii) Demographic indicators: The size, nature, direction and frequency of movements and distribution of the population as well as its elements of change provide a basis for manpower planning. In as far as planning for manpower development and utilization is concerned, they are basic factors in determining the magnitude and character of the demand for goods and services as well as the extent and quality of the labour resources for their production. Regarding policy matters the manpower policy formulator would have to study and analyse the characteristics, structure, size, and composition of the population. This action is necessary because the direction, consistency and magnitude of changes associated with these indicators, will have implications for the development and structuring of education and training facilities as well as for deriving and manupulating equilibrium conditions in the labour market. In any case manpower policy objectives should take into consideration the impact of population dynamics on the process of economic growth and income distribution. Finally, manpower surveys and planning models will have to be undertaken and developed respectively. This exercise relies on the use of demographic variables to provide survey sampling frames and decendent and independent variables into the various simulation models.

In short, demographic indicators are needed for application in manpower planning as:

- yardsticks for manpower policy formulation and management;
- variables within manpower development and manpower utilization planning models;
- sampling frames for organizing manpower surveys.

(iii) Social information: This type of information is of great value to the manpower planner. Besides its usage for broad policy formulation, the nature of households, their consumption patterns, income, savings, performance abilities and productive activities do provide benchmarks for assessing the quality level of present and future human stock.

In this regard, three essential issues are of prime concern to the manpower planner. First, though it is often said that a sound body makes a sound mind, a manpower planner's pre-occupation goes beyond a sound mind to include the development of attitudes, stimina for effectiveness of the work force. Concensus is growing that all of these factors are highly influenced by sound health and nutritional programmes. Consequently, the manpower planner would need to collect the relevant information for analysis purposes. Secondly, it is now generally known that a relationship ought to exist between the specific needs of a given population and the types of goods and services made available by a productive work force. This proposition imposes upon the manpower planner a need to ensure an appropriate and balanced education and training programme with the world of work, a task which requires the use of education and other social statistics. Finally, income distribution profiles are accepted as major indicators for socio-economic development. The later is a function of labour productivity. Other labour productivity functions centred around the payment of indirect incomes such as favourable working conditions, safe working environments, etc. Hence, being concerned with measures that would enhance productivity, the manpower planner would need to assess, through the use of household data, productivity strategies and outcomes.

In short, social statistics would be needed to enable the manpower planner to assess and formulate policies and programmes that would evolve around three interrelated inputs for the enhancement of labour productivity. These are:

- the planning and execution of an adequate health programme;
- the content, appropriateness and distribution of education and training opportunities, facilities and programmes in relation to population dispersion, composition and national needs;
- the institutionalization of direct and indirect incentives and reward system for productive activities.

(iv) Financial information: A manpower planner is interested in this type of information for a number of reasons. The basic underlying rationale is that financial statistics form the basis for formulating monetary and fiscal policies. Together, these two forms of financial policies determine the expansion or contraction of the magnitude of money circulation in an economy. A resulting impact of this circulation is manifested in the fluctuation of consumer price levels with its consequential influences on the demand for and the supply of goods and services in the product market. As indicated elsewhere, the pattern and trend of demand and supply functions of labour do respond to what's happening in the product market.

In so far as it affects the manpower planner, these responses are made for adjusting the equilibrium conditions of the labour market with particular attention on (a) the identification, development and projection of the types, levels, and quantity of manpower needed and available for a productive activity; (b) the determination of incentives and rewards for the types of skills, efficiency, attitudes, physical and psychological welbeing required of a worker; and (c) the creation and distribution of job opportunities for a growing population.

Consequently, the manpower planner needs financial information which relates to national and personal generated and disposable incomes, savings and consumer price indices to facilitate the assessment of:

- the labour absorptive capacity of the economy;
- future and present manpower requirements by types and levels;
- employment generation strategies and options.

We now turn to the detailed specification of the required information. It should be stressed that the list below is not exhaustive and that the specific type, form and magnitude of whatever is needed would depend on prevailing circumstances and the choice and objective function of the manpower planner. Also to be stressed is that the manpower planner is not expected to generate most of these information, but rather to know where and how to get them for use.

PRODUCTION

(a) Agriculture

(i) Area and number of agricultural holdings classified according to size (total area), kind of tenure and principal activity;

(ii) Number of agricultural holdings classified by type of power used and implements used;

(iii) Gross capital formation in agricultural machinery and equipment.

(iv) Index of agricultural production;

(v) Number of persons engaged and average earnings;

(b) Industry and service

(i) Number of establishments, number of persons engaged classified by kind of activity and size of establishment;

(ii) Total wages, salaries and earnings classified by kind of establishment, activity and occupation;

(iii) Index number of industrial production consumption and stocks according to industry;

(iv) Gross capital formation machinery and equipment capacities by type of capital goods, activity and establishment;

(v) Investment incentive legislation and administration.

(c) Wholesale and retail trade

(i) Number of persons engaged by kind of activity, type of operation and kind of business;

(ii) Value of sales and of gross margins classified by kind of activities;

(iii) Gross capital formation classified by type of capital goods and kind of activity.

DEMOGRAPHIC

(a) Aggregates

(i) Number of persons by sex, broad age groups literacy, type and level of education completed, birth place, and nationality;

(ii) Number of persons by sex, broad age groups location and professional status;

(iii) Annual and expected population growth rates;

(iv) Distribution of population by kinds of households and economic activity.

(b) Vital statistics

(i) Age and sex specific and crude fertility and mortality rates by region;

(ii) Life expectancy and dependency ratios by sex, age and region;

(iii) Index of population participation rates by sex, age and region;

(iv) Age and sex specific crude survivor rates by region.

(c) Migration

(i) Number of immigrants classified by sex, age, occupation and nationality;

(ii) Number of emigrants classified by sex, age and occupation

(iii) Rates and trends of in and out migration;

(iv) Number of migrants from region to region classified by age, sex and profession.

SOCIAL

(a) Education and training

(i) Number of establishments classified by level of instruction, type of establishment by geographic distribution;

(ii) Number of teachers by age, sex, qualification, nationality and areas of specialization and level of institution.

(iii) Number of students enrolled by sex, training areas, levels and region;

(iv) Curriculum content and sylabus by type and level of establishment and geographic distribution.

(v) Intakes promotion, drop-outs, repeaters and output rates by sex, age and location and establishment;

(vi) Content and frequency of student counseling and guidance programmes by type of establishment.

(b) Health

(i) Number of patients in hospitals and health centres by age, sex and location of institution

(ii) Number of hospitals, health centres and hospital beds by type of institution and location.

(iii) Number of medical and auxiliary personnel, physicians nurses, dentists etc. by sex and location of institution;

(iv) Capital outlays of health institutions and public health authorities by type of service;

(v) Policies, practices and capital outlays on nutrition programmes.

(c) Employment and conditions of work

(i) Number of persons employed by sex, age, nationality and location of business;

(ii) Number of persons looking for employment by age, sex, skills, occupation and education;

(iii) Workers turnover rates;

(iv) Wage rates, earnings, supplementary benefits and related information classified by age and sex, by occupation and kind of economic activity;

(v) Work injuries by place of occurence, cause, type and severity;

(vi) Number of self employed persons by sex, age, activity and location;

(vii) Labour legislation and union activities;

(viii) Information on job title description by minimum education/training/working experience required for each job;

(ix) Information on social security and welfare schemes by establishment and size of coverage.

(d) Household statistics

(i) Household composition, number of wage earners and total household receipts;

(ii) Information about nature of household, their consumption patterns, habits and household subsistence and industrial activities.

INCOME, FINANCE AND BANKING

(a) National accounts and finance

(i) Gross domestic product classified by kind of economic activity;

(ii) National disposable income and outlay by economic categories showing savings or deficit;

(iii) Final consumption expenditure of general government classified according to purpose.

(b) Banking

(i) Discounts and rediscount rates, average interest rates, prime bank loans and advances;

(ii) Consolidated transaction (capital finance) accounts and balance sheets.

5.9 Sources of manpower information

A population census is the primary information source for any manpower analysis since it is a total count of a country's population whose efficient development and utilization constitute the ultimate objective of manpower planning. This source of data gathering gives, in addition to other information, valuable statistics on the personal and economic characteristics of the present and future working and school-going age population.

Personal characteristics statistics such as age, sex, education, geographical location, marital status, etc. do provide the manpower planner with indispensable information for analysing the composition, distribution, and structure of the population as an initial step for estimating the future manpower supply. Information on occupational and industrial attachment, personal income levels and migration patterns do give some indication of the economic characteristics of the labour force. Of relevance to the manpower planner is that when the economic characteristics data are cross-classified by age, sex, educational levels and other personal characteristics, the the resulting matrix provides a much clearer picture of the composition and quality of the current and potential work force.

Given the elements of time lag and cost associated with the taking of a population census, and more importantly, the need for current and specific data, several supplementary and/or complementary sources of information are generally used for manpower planning purposes. Though they may vary from country to country, primary sources for such information are usually national government reviews and reports and administrative records of public and private institutions. Depending on the manpower planner's objective and resources, a number of manpower data and information are developed from these two primary sources. Among these are the following:

(i) Labour force sample surveys: To generate information on the number of people in the labour force during a specified period, classified by sex, age, employment status (i.e. employed, unemployed under-utilized), type of worker, earnings, geographical distribution, industrial distributions, occupation, educational attainment and duration of employment or unemployment.

(ii) Establishment surveys: To generate information on the number of employees in the country and in each major area classified by type of economic activity, occupations, sex, age, average monthly or weekly or hourly earnings and average hours worked. Additional information include labour turnover frequency, output per head and capital employed.

(iii) Household surveys: To provide information on the employment, consumption and savings status of household members classified by sex, age, marital status, geographical distribution, occupation, educational attainment, hours worked and size of household income and expenditure.

(iv) Industrial and agricultural surveys: To generate information on employment in industry and agriculture in relation to production volume detailing the characteristics of the labour force, size of operation machines used, problems of labour recruitment and retention.

(v) Labour market surveys: To generate data on labour supply and labour demand in specific areas by occupation, establishment and location. Also information on the characteristics of job-seekers by age, sex, marital status, educational attainment as well as information on vacancies and their associated labour requirements. Information on employment conditions and wage structures will also be generated.

(vi) National economic development plans: To generate information on national priority objectives and aspirations and the institutional framework within which they are to be implemented classified by sectors, industry, location and resource requirements.

(vii) Education and training and other social-welfare statistics.

To generate information on number of institutions and number of classes classified by level of education and by type of institution; number of teachers by sex, age, level of education; number of enrollment by sex, specialization and level of training or grade, number and types of awards by type of institution and geographical distribution.

(viii) National economic surveys. To provide information on the performance of the economy, its absorptive capacity and national accounts statistics.

(ix) University and independent research papers: To generate information on current developments in the areas of manpower development and utilization planning primarily for policy purposes. Estimates and projections of relevant data can also be obtained.

(x) Administrative records relative to the following

- a reporting system of vital statistics
- a reporting programme on internal and external migration
- social security programmes
- labour union policies and practices
- national and international institutional annual reviews and reports.

UNITED NATIONS
ECONOMIC AND SOCIAL COUNCIL

Distr.
LIMITED

E/ECA/PAMI/TPP/84/3
December 1984

Original: ENGLISH

ECONOMIC COMMISSION FOR AFRICA

HUMAN RESOURCES MANAGEMENT: Instalment 3

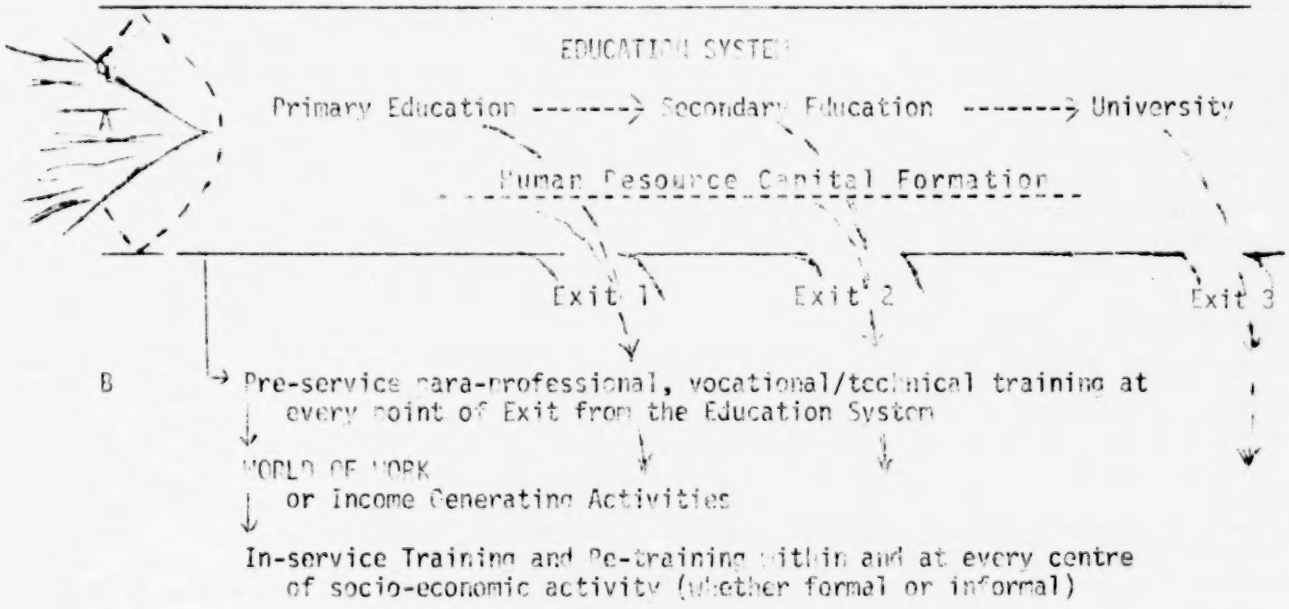
GUIDELINES FOR:

AN INSTITUTIONAL MACHINERY FOR TRAINING AND CAREER DEVELOPMENT SUBSYSTEM

1. Nature, Scope and Purpose

1.1 The kind of training for which the training subsystem is concerned is less with what goes on in vocational, technical or academic education institutions of the formal education system, but more with what goes and should go on at every (i) point of exit from the formal education system: at which point some professional ministries like education, health, agriculture etc. have established pre-service training facilities for their staff; (ii) centre of socio-economic activity - be it formal sectoral production or service rendering public and private corporate body, or informal sectoral, traditional crafts, production or entrepreneurial income generating activities for which purpose there should be in-service training and re-training activities like those undertaken by company training units.

1.2 As a matter of policy therefore, it is imperative that governments provide for and require that every employer or consumers of human resource - be it government ministries, departments or public and private corporations, provide the training facilities and opportunities at: (i) every point of exit from the formal education system; and at (ii) every centre of socio-economic activity as indicated hereunder:



1.3 The purpose of training to be undertaken at the above-mentioned points and centres is for: (i) the development or acquisition of initial job/profession/vocational skills as to facilitate easy adjustment into a career or job; (ii) improving performance or enhancing efficiency and productivity on the job; (iii) keeping abreast of and with the "state of the arts", thus avoid obsolescence of skills and ensure accommodation to changing technology policies, equipment, job processes and procedures, and requirement for deployment;

(iv) making the workforce flexible and adaptable in new assignments in the wake of automation and displacement due to technological take over; (v) as an instrument for executing promotion, succession and career plans within a given scheme of service of all job-groups and (vi) facilitating the transfer of technological knowhow from expatriate personnel or foreign owned companies to nationals and locally incorporated companies; (vii) facilitating transfer and acquisition or adaptation of technology by the under-developed or developing countries.

Rationale for Guideline

1.4 The need for this guideline proposal springs from: (i) the wasteful approaches to training, a waste which arises from uncoordinated activities and thin spread of resources that often leave no impact; (ii) lack of viable organizational structures,and where they exist, lack of clearly delineated units and defined terms of reference, functions and responsibilities for each unit; (iii) lack of profession oriented training staff, and where they exist, lack of commitment and clearly defined roles, functions and responsibilities as well as attractive schemes of service; (iv) lack of or inadequate funding arrangements that ensured a sustained availability of funds to service the training function, but also ensure equitable contribution to the training function, of all employers or consumers of human resource - be it government, public corporation or private sector organizations; (v) lack of, if not weak data and information systems base that ensured timely and systematic determination of training needs, relevance in the designed and operated training programmes, choice of programmes and institutions for training purposes, and effective evaluation of training programmes for cost effectiveness and impact on the performance of individuals, the workforce and employing organizations; and last, though first, but not least, (vi) lack of definitive and comprehensive training policy statements that not only: (a) embody national stands on the role of human resource in socio-economic development and how its qualitative development could be ensured; but also (b) sets out purposes, policy, administrative, staffing, data and information systems requirements and how relevance and quality are to be attained in training.

1.5 The process of human resource capital formation goes beyond training in terms of knowledge, skills and attitude formation. It incorporates ensuring physical and mental health welbeing, nutritious food intakes, provision of adequate psycho-social counselling services for psycho-social stability, provision of adequate shelter, safe environments and environmental pollution surveillance and control measures; and an opportunity for people to utilize themselves productively. Thus training and career development is but one of the many programme inputs into the development of factor inputs that enhance the qualitiative aspects of human capital required for enhanced productivity.

1.6 The following pages attempt to provide proposals for dealing with problems alluded to in paragraph 1.4 above, and for ensuring an effective training management system in the development of quality skills requirements for a national human resource capital formation system.

1.7 This installment is the third in a series of four installments. It proposes, for discussion purposes, a framework for: (i) deriving and formulating a comprehensive training policy; (ii) structuring and delineating the various units and their related functions in a training administrative and management system; (iii) determining staffing requirements, defining their role and functions, thereby developing their respective job-descriptions, and schemes of service; (iv) data and information base system; and (v) a funding system that ensures equitable contributions to the training function by all consumers of trained personnel be they government, public corporations or private sector organizations wherever they are, in rural or urban centres of socio-economic activity.

2. Training Policy Aspects [1/]

2.1 The need for training policies need not be overstated; for such policies (i) serve as a guide for making administrative decisions and undertaking action in respect of training; (ii) represent a government's view point; and (iii) establish a way of directing action and set the parameters of boundaries of relationships between the various organs engaged in training; (iv) serve as internal administrative law governing executive actions in respect of training and at the same time serve as a basis for sensure in times of non-compliance.

2.2 Needless for it to be stressed that: (i) policies are not the usual personnel circulars, though such circulars may communicate new interpretations of and instructions for the implementation of the policy; and (ii) policies are not directives or commands; and neither are they a set of procedures, or systems and methods as such.

2.3 Training policies clarify government view points, mission and philosophy in respect of training activities, programmes and systems. They provide a pattern within which administrative delegation of authority to engage in or conduct training may be delegated and controlled. They also establish limits and guides within which authorised persons may make decisions and effect actions. Quite often, training policies anticipate future conditions and situations; and provide a framework for how such conditions or situations would be dealt with. They not only foster a favourable training management and coordinating climate, but they also produce a feeling of confidence in making decisions or sensuring those who do not comply in respect of training. They nurture and encourage a spirit of self-reliance and the taking of initiatives in times of crisis management of the training function.

2.4 Training policies among others, indicate a broad statement of policy, its basic provisions and requirements, guidance relating to the training of the nations' work force; the establishment of national training facilities and programmes including those that are to be developed by each employing agency. Training policy states the purposes for which training development activities may be undertaken; and finally, though not least, provides an integrated description of the training authorities and the requirements established by the laws of the land, executive directives or regulations.

[1/] In developing materials for this section, the author has freely drawn from (i) Policy Administration adopted from Dick Carlson, OPC, 1962; the introductory parts, and (ii) Basic FPM INST. 212 of the "Federal Personnel" Washington D.C., Sept. 6, 1974.

2.5 The following need to be considered in developing the substantive aspects of training policies:

2.5.1 Legal basis

1. Cite relevant - personnel circulars
   - cabinet memoranda
   - presidential pronouncements
   - related chapters in government/organizational regulations

2. Indicate appropriate aspects in the scope of the law within national statutes and regulations, manuals and guidelines as issued regularly by the central agency or ministry responsible for the training function.

3. Cite other provisions of the law such as for:
   Africanization/localization: emphasize requirements for training programme, timing and requirements for a copy to be deposited with the central personnel training agency and shared with the employer, trainee/counterpart employee and the central personnel training agency supervising and managing the localization programme.

   Training aspects in the rehabilitation of the handicapped, prisoners, and juveniles.

4. Cite the substantive policy elements focussing on:

   (a) Objectives/functions of training and career planning

   (b) Policy of the coordinating agency in relation to:

      (i) who is for training among the management/supervisory cadre and the subordinates; highly qualified and the unqualified ones;

      (ii) intentions in respect of centralization, decentralization and flexibility in operation of training;

      (iii) delegation of training responsibilities to government ministries for training and career planning

         - at national level
         - within civil service, parastatal corporations, private sector, and the rural sector

   (c) Administrative machinery for policy execution regarding:

      (iv) administrative policy guidance-central and ministerial/sectoral-including their respective advisory-units;

      (v) reporting and linkage relationships focussing on content and frequency i.e. who reports what, when and to whom;

      (vi) guides/information and manuals to be undertaken/prepared;

      (vii) nature, scope and activities to be regarded as constituting training;

(viii) extent of cooperation and collaboration in and between ministries, parastatal corporations and private sector organizations;

(ix) delineation of training programme execution functions and responsibilities:

1. at national level
2. for and within the civil service
3. for and within parastatal corporations
4. for and within private sector and the rural areas

(x) delineation of advisory functions:

1. at national level
2. for and within civil service
for and within parastatal corporations
for and within the private sector and the rural areas

2.5.2 Responsibilities

1. The President: incorporate such functions as follows:

(i) Supervision and control of human resource development programme of the nation;

(ii) Supervision of the human resources development agency's discharge of its functions, duties and responsibilities on human resources development as provided for under the law and provisions of the training policy;

(iii) Designation of organizations or employers exempted from coverage under the law and policy on training;

(iv) Designation of presidential appointments to be appointed under the law and provisions of the training policy;

(v) Receipt for appropriate action and directive of reports on any non-compliance with the law or policy and regulations related to training;

(vi) Approval and transmittal to parliament of related reports and activities under the training law;

(vii) Delegation of authority vested in him to government agencies for conduct of training.

2. The Central (National) Training and Career Planning and Coordinating Agency: include such functions as follows:

(i) Planning, promoting and coordinating the development, continuous review, evaluation and improvement of training and career planning activities as provided for under the provisions of related policy and the law;

(ii) Assisting government ministries, parastatal corporations, and the private sector in the development of sound programmes and financial plans for training with particular attention and reference to planning, programming, budgeting, conducting, evaluating and improving training and career planning and development programmes;

(iii) Developing, installing and maintaining a system to provide up-to-date training and career development data thus provide meaningful information to ministries, parastatal corporations and private sector requiring such information;

(iv) Providing staff assistance and/or training of agency staff training officers in their career development, to government ministries and departments/agencies, parastatal corporation and private sector organizations so as to enable them and itself to carry out training and career planning function as required under the provision of the national training policy and law;

(v) Initiating and formulating appropriate training policy reviews and formulation of new ones;

(vi) Coordinating inter-ministerial, inter-parastatal corporations and private sector training conducted by and for them;

(vii) Coordinating training identification activities, identifying functional areas and setting priorities in which new or expanded training is required, thereafter conducting or arranging with ministries or agencies having competence;

(viii) Set up and service a representative advisory council on training;

(ix) Providing and arranging for research in training technology and the dissemination of findings therefrom;

(x) Reviewing and/or establishing standards for and regulating and or coordinating the growth of training institutions;

(xi) Encouraging agencies to develop and or make use of non-government training institutions;

(xii) Developing and issuing nation-wide to government ministries, parastatal corporations and organizations in the private sector training and career planning regulations, guidelines and manuals relative to the conduct of training needs, design and development and conduct of training programmes, evaluation of training programmes, acceptance of fellowships and related contributions, awards, etc.;

(xiii) Advising the Chief Executive on means of strengthening training and career planning effort and enhancing productivity through training;

(xiv) Delegating certain authorities vested in central agency/ministry for training in specific professional areas for civil service, public corporations and private sector; and at the time of disguised unemployment.

3. Employers (ministries, parastatal agencies and employing organizations in the private sector).

Responsible and accountable to the Head of State through the central (national) agency/ministry as delegated. Each minister/permanent secretary and head of parastatal corporations and private sector responsible and accountable to the Head of State through the central (national) agency/

ministry as delegated. Each minister/permanent secretary and head of parastatal corporations and private sector organization, is responsible within the provision of national policy on training and the law for:

(i) determining the training needs of the substantive ministry, parastatal corporation and private sector organization;

(ii) establishing and conducting training programmes in response to these needs;

(iii) determining/establishing in consultation with the central agency/ ministry for human resources management or training, the kinds of training to be provided, the training facilities to be developed or used in areas of substantive specialization;

(iv) establishing criteria for the selection of employees for training;

(v) collaborating with other ministries, parastatal and private sector organizations for maximized use of their respective training facilities;

(vi) selecting and assigning employees for training in accordance with their established career development plans;

(vii) budgeting for and determining the strategies and extend to which their training will be financed;

(viii) evaluating the results fo training and making appropriate adjustments in the training programme;

(ix) reporting to the central agency responsible for training, all training activities;

(x) providing on-the-job/in-service training to their employees and encouraging self-education for self-improvement of their employees;

(xi) conducting research as assigned by the central agency/ministry for human resources management or as initiated by themselves in training technology as required to improve the effectiveness of their training programmes;

(xii) set up and service agency advisory committee on training

4. Employees

(i) To avail him/herself for training at least once in a given performance evaluation period or once every two years whichever is longer;

(ii) To take the most advantage of training opportunities as accorded and report on intended action for applying acquired knowledge, skills in enhancing his/her productivity;

(iii) Demonstrate enhanced productivity.

5. The Directorate of Industrial Training and/or Ministry of Finance:

(i) Determine the percentage for training levy charge and the manner for its collection;

(ii) Issue regulations and guidance related to funding and disbursement of funds for training.

2.5.3 Coverage of the policy of the law

(i) Coverage: Indicate (1) ministries and agencies covered and (2) those exempted

Authorities for sharing training programmes and policies

Indicate:
- policy on training facilities and programmes
- conditions for exemption to use external facilities

2.5.4 Planning programme operations

(a) Training needs identification process and procedure:

(i) Indicate timing and manner of determining training needs;

(ii) Indicate procedure and processes to be used in determining training needs;

(iii) Indicate frequency and coverage in manner of reviewing and consolidating training needs;

(iv) Indicate processes for reviewing and consolidating training needs and setting priorities - national, sectoral and individual;

(v) Indicate substance and scope of records to be kept

(b) Training programme establishment

(i) Statement of policy on requirements for each ministry, public corporations or private sector/employing agency to develop its own training policy within the framework of the national training policy;

(ii) Indicate the elements/focus of such a policy regarding
- purpose of ministerial/organizational training
- assignment of responsibilities
- origin of the policy

(iii) Indicate in general terms where training is to be provided;

- national institutions
- government institutions
- private institutions

and the circumstances under which there will be exceptions

(iv) Indicate action to be taken, timing and selection of who to take it in respect of:

- development of programmes
- priorities

- use of funds for training
- how employees self-development is to be fostered
- adequacy of staffing and organizational structure for effective training and career planning
- availability of related data and information

(c) Basic concepts and strategies of training programmes

- short/long-range needs
- existing and anticipated needs
- priorities and strategies in meeting these needs
- role of work-assignment, re-assignment, rotation and transfers
- role of conferences, seminars, workshops, sandwitch, day release, evening/correspondence, sabatical leave, etc.
- replacement/arrangements during training to ensure
  - continuity of productivity
  - learn while working or working while learning on the role of Central Personnel Agency in arranging for the above

2.5.5 (a) Securing and allocating training resource

(i) Staffing:

- requirement for a designated training/staff development officer
- manner of recruitment, deployment and career development

(ii) Funding:

- how it will be secured on a cost "sharing"/mutual contribution basis and disbursed centrally and in each agency.

(iii) Institutions

- General policy regarding all institutions, be they private or public as national assets, the need for them to operate within a set framework of:
  - . regulations governing institutional growth/building
  - . standards to be met for certification and accreditation to engage in training
  - . certification and accreditation of graduating individuals
- Requirements and procedures for inspection of training institutions

(b) Applying resources

(i) Resources - needs matching

(ii) Policy for maximizing the use of resources, linking institutions' curricular activities with the nearby centres of socio-economic activities

(c) Selecting training content, methods and resource

(i) Policy on/and guiding principles on ensuring:

- systematic approach to training
- cost effective operation

- efficient delivery of what is expected
- that stating terminal behavioural objectives is a pre-requisite

(ii) Appropriateness and relevance of content and instruction
- process to be employed in delineating:
  must know
  needs to know
  nice to know

(d) Why and how appropriate methods, materials and strategies should be selected and used for:

- knowledge development
- skills training/acquisition
- attitude adjustment
- minimizing unnecessary controversy, criticism and countering national and organizational goals

(e) Selection of space
Minimizing restrictions on:
- extent of working while learning or learning while working
- extent of interference with and interface between study/training activities fostering initiative for self-development and sustained production/service rendering in the world of work.

- assistance in choice of relevant programmes
- assistance in financing self-initiated effort educational programmes
- assistance in securing practical experiences and appropriate deployment after training

2.5.6 Selection and assignment of employees for training

(i) Policy on selection for training for promotion, initial skills development, improved performance, or up-dating;

(ii) Establishment of selection procedures and criteria for each and in case of:training for:
- promotion
- re-assignment
- enhanced performance
- initial skills acquisition
- career growth

(iii) Agreement to continue in-service

(iv) Merit promotion procedures and the importance attached on performance in training

2.5.7 Utilization of trained persons:
Policy on how they should be used to realize returns on investments in training

2.5.8 Evaluation of training:

(i) requirement for conducting training programme evaluation

(ii) procedures and frequency

2.5.9 Career planning, guidance and counselling:

(i) policy on integrating occupational testing, career planning and guidance into the education, training and employment practices

(ii) identification of potential through testing

(iii) development of and requirements for the use of test instruments

(iv) staffing requirement for testing and guidance procedures

(v) agency responsibilities

(vi) Development of relevant data for occupational career guidance and counselling

2.5.10 Assistance from central agency/ministry responsible for human resources management in:

(i) assessment of training needs

(ii) development of training programmes

(iii) selection and utilization of training facilities/resources

(iv) developing and choosing training methods

(v) production of reference materials

2.5.11 Inter-ministerial, parastatal corporations and private sector training policy guidance on:

- entering into agreements for collaboration
- development of inter-agency/ministerial training facilities
- joint training programmes
- the use of non-governmental facilities

2.5.12 Reports

(a) General requirements frequency of reports on training

- content of the report from executing ministries and agencies
  . major policy changes
  . impact of training
  . anticipation of future
  . assessment of value of training
  . responses to specifically required information

(b) training activities undertaken
- statistical analysis by fields, grades etc.
- long term training report
- contributions and awards
- employees failing to fulfill their obligations

(c) localization of employment/training activities

(d) annual training report: by agency responsible for training to consolidate the above.

3. Administrative aspects: (Some ideas for consideration)

3.1 The administrative aspects of the training and career development function envisages three components:

1. The administrative policy guidance at three levels
   (a) The central guidance cluster centred at the division within the major government agency designated by law and national policy to initiate, administer, manage and coordinate the various activities in training and career development function as delegated by the President;

2. (b) Sectoral or ministerial responsibility cluster centred in government ministries, each of which is responsible to the central (national) agency, and for training in (i) parastatal corporations; (ii) private sector corporations (iii) rural/informal sector, and (iv) public/civil service as delegated by: (a) above or directed by the President under the training and career development law or policy;

   (c) Each private and public sector corporation and government ministry having its own training unit answerable to the government ministry responsible for training in their sector;

   (d) The executing cluster centred around

   Pre- and in-service training institutions or centres at: (i) every point of exit from the formal education system; (ii) and within each production/service rendering operation as established by the central cluster at: (i) or specialized clusters at (b) or (c) above or by private entrepreneurs.

While for example, the manpower ministry with the responsibility for training may wish to retain the function of nationally coordinating training in the public service, they might wish to delegate to ministry of industry for monitoring and/or managing training for the private sector and public corporations respectively, and local government for training in rural areas.

Organizational sections and units to be derived from these functions would vary from country to country and in accordance with resources. The point to be made is that they constitute the minimum technical process functions in training and career development operations. With appropriate combinations or left to stand on their own, administrative sections and their subsequent units could be derived therefrom.

3.2 Advisory cluster - at two levels.

3.2.1 Nationally constituted by representatives of administrative and executing clusters plus trade unions, employers, chamber of commerce and professional bodies or as derived from specialized committees at levels a, b, and c above.

3.2.2 Sectoral, or area of specialization committees tied to institutions, ministries or production areas

3.3 Organizational aspects and functions of advisory bodies:

These could be at two levels; National level and sectoral or field of practice level.

Councils such as medical council, nurses council, legal council, architects or engineers guilds, clerical and commercial, management development, etc. could constitute professional advisory committees in their respective fields as is in professional/para-professional training.

Other committees are often constituted by product/manufacturing or service rendering line, industry or sector. Such committees could be for agriculture chemical, footware, textile, furniture and timber etc. as is the practice in industrial training.

The national one could be made up of chairmen of sectoral/professional committees together with representation from training institutions, employers organization, trade unions, etc. This could be chaired by a minister of state responsible for human resources.

Whatever trade and level, their functions are advisory to the national central guidance cluster e.g. Ministry of Manpower Planning and Development, or to sectoral ministries or training units in private sector organization, and indeed to specific ministries and their executive training institutions.

Their functions include among others, the following:

1. To assist in determining training needs and advise on priorities for training in their area;
2. To assist in reviewing training programmes, plans and advise on relevance of the programme and ensure wide coverage;
3. To assist in formulating related training objectives, policies and advise on new objectives and policy thrust;
4. To assist in ensuring that trained persons are appropriately deployed and advise on training programme impact and workforce effectiveness;
5. To review related training and job performance standards and advise on new criteria and levels for certification and accreditation.

3.4 Functional/organizational aspects of training units:

Depending on the size of the establishment or volume of work, training department/division is one of the major subsystems of manpower ministry's human resources management system (the other two being manpower planning instalment 2, and employment and productivity planning, instalment 4).

In the training division, there are major functional activities each of which may deserve a section/unit of its own and a group of staff specializing in that function. Such major functions include (i) atraining need analysis and training information systems; (ii) training programmes design and operations; (iii) policy and training programmes administration; (iv) inspectorate - evaluation and workforce effectiveness monitoring (v) placement, guidance and fellowships administration; These are laid out over leaf:

Functional/Organizational Aspects

Major functions: TRAINING AND CAREER DEVELOPMENT

TRAINING NEEDS ANALYSIS AND RESEARCH

- Design instruments for training need analysis
- Initiate, schedule, co-ordinate and assist in training need analysis
- Identify areas in which training is required
- Conduct/commission and assist in research activities in training technology
- Disseminate results of research and training analysis
- Establish and maintain effective data and information systems based on:
  - . Training institutions and programmes training needs and priorities
  - . Trainees placed under training where and when completing etc.

TRAINING PROGRAMMES DESIGN AND OPERATIONS

- Initiate and assist in ministerial/agency training programme development
- Develop training plans and assist, promote and co-ordinate training activities
- Prepare and disseminate/issue guidelines and manuals on technical aspects of training/teaching in industry
- Assist in the identification, training deployment of the training cadre
- Liaise with and coordinate efforts with training institutions in the implementation of training plans

POLICY AND PROGRAMMES ADMINISTRATION

- Review and formulate training policies
- Budget and control disbursement of finance
- Receive and analyse training reports and prepare a consolidated annual report on training
- Prepare and issue training regulations and guidelines relative to policy and law interpretation
- Coordinate/regulate the establishment of training facilities

EVALUATION AND WORK FORCE EFFECTIVENESS MONITORING

- Set standards for institutional accreditation
- Inspect training facilities and certify for licensing to engage in training
- Design evaluation and certification instruments for evaluating training outcome
- Follow-up trained employees and determine workforce effectiveness

PLACEMENT, GUIDANCE AND FELLOWSHIPS ADMINISTRATION

- Establish and operate a career guidance service
- Develop and use occupational testing instruments
- Develop trainee selection criteria
- Receive process, select and place fellows for training
- Liaise with and develop a directory of training facilities
- Assist in developing and accomplishing employee career plans
- Identify and assist in the training and deployment of career guidance personnel

Outputs

- Training needs systematically and regularly identified
- Training objectives and priorities set
- Rationale for systematic/relevance in training established etc.
- Training data and information systems base established

- Organizational training plans and programmes set
- Training activities set and operate in ministries
- Training officers cadre identified and trained
- Training manuals on technical aspects published etc.

- Training policies laws, regulations reviewed and issued
- Training budgets established
- Training reports received and consolidated into annual training report
- Training facilities established their development co-ordinated and regulated etc

- Guidelines on expected training performance standards set
- Workforce effectiveness established
- Training activities, programmes and facilities validated etc.
- Training inspectorate and schedules for inspection established

- Training selection criteria established
- Students identified and placed as appropriate
- Vocational and career guidance service, information and instruments established and used widely
- Career guidance personnel identified and trained etc.

---

4. Staffing aspects

4.1 Basic principles

(i) Transferability

- Between central division staff and the ministerial/other agency training units
- Between pre- and in-service training institutional staff with the related ministerial/other agency training staff, subsequently central training and career development divisions;

(ii) Uniform service between staff at pre- and in-service training institutions, ministerial/other agency training units and the career development division;

(iii) Common terms and conditions of service raising from instructors - training personnel - principals of pre- and in-service training institutions to Deputy Director of Personnel Management - Training and Career Development Division and joining with the common public service cadre of director of personnel management;

(iv) Centrally recruited (in some cases in consultations with specialized ministries/agencies) and deployed as appropriate: as is the case in personnel and accountancy officer cadre.

4.2 Major roles and functions:

4.2.1 Training development associations and practitioners are agreed on five major roles with varying details in the specific task functions.[1/] These are as follows:

(i) Teaching/learning or training specialist who is invariably referred to as instructor or lecturer. Their specific roles include conducting population and task analysis, identifying performance discrepancies and developing instructional objectives, designing course content and categorizing it into core, support and enrichment components, sequencing instructional objectives and the related subject matter, content, selecting or developing evaluation instruments and techniques, selecting and organizing content into incremental steps or modules; and in accordance with the sequenced objectives and content, selecting and using instructional methods and media in accordance with a pre-determined criteria, selecting or developing teaching/learning materials, preparing or adapting instructional session plans and notes, developing criteria for selection of participants and categorizing them into groups, validating phases or modules for training experiences, conducting instructional sessions in specific areas of competence, administering tests collecting related feedback and modifying an instructional system.

1/ See The Employee Development Specialist Curriculum Plan: An Outline of learning experiences for the employee development specialist, U.S. Civil Service Commission, Bureau of Training, Training Leadership Division, No. 1976.

(ii) Training Administrator who schedules and coordinates maintenance and use of instructional/training facilities, classrooms and media (A.V. equipment), maintains and schedules the use of training personnel and facilities, ensures preparation/procurement or delivery of instructional materials, identify training facilities, secures needed accommodation for participants and training personnel, processes training requests and distributes acceptance letters, procures equipment and supplies, prepares and disseminates announcements and catalogues of training programmes, develops/provides and explains required operational guidelines, manuals and forms, develops, maintains and manages training data and information base system, establishes and maintains training resource library, prepares and circulates lists of new training programmes and facilities.

(iii) Training Manager who initiates and follows a personnel action on training, initiates and provides inputs into the formulation, interpretation and implementation of training policies, determines annual personnel, facilities and funding requirements; develops and manages training budgets; develops and maintains training programme plans, procedures, guidelines and manuals; prepares specifications for requests.

(iv) Career/Vocational Guidance Comsellor who identifies guidance and counselling needs of employees and trainees, identifies their weakness and strengths and aids them in developing alternative strategies for strengthening their strengths and minimizing their weaknesses, provides information to trainees and supervisors, analyses data from performance appraisal forms and from counselling case records and determines trends and indications of needs for organizational attention in respect of staff career/ succession plans, develops or selects appropriate test instruments and those for recording data obtained from employees and supervisors.

(v) Consultant who negotiates with clients to determine the nature and scope of the consultation effort, gathers information on organizational mission, goal, objectives, work processes, policies, etc. conducts situational/performance analysis for data gathering and problem identification, analyses the problem, determines its scope and develops alternative option strategies for its resolution, plans or determines intervention and withdrawal strategies to develop confidencein the client and minimize dependency, determines training implications of proposed changes of mission, objectives, technology, organizational structures etc. reports results of isutational/performance analysis and solicits clarification, guides agency personnel in the application of methods, techniques and implementation of selected alternatives.

4.2.2 Each or all of these roles and the inherent functions will invariably be engaged in simultaneously or exclussively depending on where one is on the training execution line, i.e. from the learning specialist to the consultant. On the basis of these roles, appropriate job descriptions could be developed to accentuate full time involvement

in one role, indicate from time to time involvement in two others, and may be called upon to engage in one or the rest.

4.2.3 Thus a training/staff development officer whose full time role is teaching/learning specialist may from time to time be required to engage in the roles of a counselor or training administrator. Coversely, a training/staff development officer whose major role is training programme administrator may from time to time be called on to assume and execute the role and functions of a counselor or learning specialist. Similarly, a training/staff development officer whose major role is training programme manager is expected to from time to time execute the roles of a consultant and training manager, while expected to once in a while execute the roles of a teaching learning specialist. Conversely for those whose main roles are consultants, their job descriptions could include a from-time-to-time execution of a training manager/administrator role, with a sometime expectation of executing the counselor-learning specialists functions.

4.3 Specific abilities

4.3.1 On the basis of the major roles and specific functions, related abilities and requirements for training could be developed. An indication of the abilities required in each role functions is on the next page.

Functions and Roles:

Initial competence in appropriate area of ministerial/organizational

Teaching/learning and skill acquisition facilitator, instructor

Abilities:
- Ability to conduct population analysis task analysis and identify training needs
- Ability to write train- behaviourally
- Ability to design learning systems - curricular, training modules
- Ability to select and sequence content
- Ability to develop and useteaching methods and media
- Ability to apply behavioural science principles, teaching and facilitating learning
- Ability to evaluate a teaching/learning outcome

Career Counsellor

- Ability to identify counselling needs
- Ability to identify and provide needed information
- Ability to assist employees to develop their career plans
- Ability to analyse data for counselling
- Ability to select and use appropriate instruments in counselling

Training/Career Development Programme Administrator

- Ability to plan and schedule training activities
- Ability to procure and schedule the use of materials
- Ability to coordinate and prepare the delivery of training resources
- Ability to collect and- consolidate various reports
- Ability to develop and maintain a learning resource library
- Ability to coordinate efforts of a team

Consultant

- Ability to negotiate and determine scope of consulting effort
- Ability to intervene entry, gather relevant information
- Ability to conduct problem identification organizational analysis
- Ability to select plans and implement solutions
- Ability to determine training implications of proposed plans
- Ability to guide personnel in application of proposed solutions
- Ability to disengage appropriately

Training/Career Development Programme Manager

- Ability to initiate and follow-up on personnel action
- Ability to budget
- Ability to contract consultants
- Ability to analyse data and formulate relevant training policies
- Ability to manage the programme
- Ability to design and sell a training package to management

4.4 Scheme of service - some ideas for policy consideration:

4.4.1 A scheme to establish a professionally-oriented corps of training and staff development cadre and which will:

(i) attract and retain professionally-oriented and technically competent training and staff development personnel;

(ii) provide for grading and staffing patterns with greater vertical and horizontal mobility within the respective grades, and outside the various training and career development functions;

(iii) unify training and career development service in-training institutions as well as those in ministries and organizational centres of socio-economic activity.

4.4.2 The cadre which is to avoid dual holding of functions will largely man organizational units responsible for human resource development in ministries and other organizational centres of socio-economic activities throughout the country, be it in public, quasi-public or private sectors.

4.4.3 The role and function of the cadre will invariably be derived from the following major functions performed by training and career development units:

(i) Administrative planning and arranging for the development and maintenance of the various training and career development institutions and programmes, related staff, material and financial resources, incorporating the following:

- Budgeting of annual personnel, facilities and financial requirements;
- Initiating the review of formulation of national training and career development policies and legislations;
- Development and issue of training and career development plans, procedures, specifications and operational guidance to executing agencies;
- Review of budgeting proposals and related execution plans, procedures, specifications and operational guidance to executing agencies;
- Setting training and career development mission, and related programme objectives and evaluating the extent to which these are being met;
- Review of manpower plans, projections, profiles and inventories and determination of their implications for training and career development of the national workforce;
- Management and control of financial disbursement.

(ii) Organization and management of the various training and career development functions, programmes and courses through setting policy, and issue of management guidelines required in the coordination, control and management of training programmes and executing agencies:

These include the following:

- Scheduling and coordination of training programmes and related on-the-job experience attachment activities;
- Control and regulation of training institutional standards, growth in relation to national financial and staffing capacity to absorb and maintain their recurrent costs;
- Derivation of training and career development implications from manpower plans, surveys, profiles, skill inventories and counselling data, audit and management services reports: and formulation of related training and career development plans;
- Maintenance of up-to-date records of training statistics, status, and skill profiles of trainees, trained personnel and institutional facilities;
- Identification of training institutions' programmes, placement of trainees and continued liaison and monitoring of their performance;
- Monitoring training and career development operations, evaluating these performance and developing appropriate reports;
- Development of related criteria for selection of trainees, selection and certification for accreditation of training institutions and programmes, instructional staff and consultants;
- Placement and monitoring of post training performance of the work force.

(iii) Establishment and maintenance of a viable occupational testing, guidance and counselling service and facilitating selection of alternative career job opportunities and the related training and career development alternatives for career development of the work force: These incorporate the following:

- Identification of career choice, growth and occupational guidance and counselling needs;
- Development of alternative career development plans, training plans and related job, promotional or upper grade opportunities;
- Selection or development of appropriate instruments for testing and identification of potential in every employee, recording the data and use in occupational/career guidance and counselling process;
- Provision of occupational guidance and counselling service to the work force and assisting them to choose, adjust and settle in a chosen career.

(iv) Consultancy through research and development of tools and methods, develop alternative option strategies and methods for refining training and career development and ensure organizational performance and continued viability. These will incorporate the following:

- Review of various audit and evaluation reports, perception of operational constraints and negotiation with organizations or parent agency as ministry to determine the nature and scope of problems and consultation effort.
- Gathering data on organization's mission, goals and objectives traditions, values in relation to work processes, procedures etc. related operational constraints and perceived problems;
- Determination, identification and validation of problem scope, nature, and development of alternative strategies for dealing with the problem;
- Provision and facilitation of wide spectrum of consultation in the choice and implementation of related option strategies;
- Monitoring the implementation process, evaluating results and development of remedial strategy, where necessary;
- Determination of training implications of contemplated changes.

(v) Design, development, implementation and evaluation of teaching training systems and experiences, incorporating the following:

- Conduct of population and task analysis;
- Derivation and specification of instructional objectives;
- Research and development of subject matter content, skill and attitude and enhancement of these components, related principles and operational procedures;
- Organizing and sequencing the content in core, supportive and incremental modules, as well as related instructional experiences;
- Selection/development of modern instructional techniques, media, physical facilities and methods;
- Selection, development and maintenance of up-to-date standardized evaluation techniques and instruments;
- Selection, development and maintenance of appropriate, instructional resources;
- Monitoring and validation of instructional processes and phases;
- Engaging in teaching/learning activities and facilitating mastery of specific subject matter, acquisition of related knowledge, accomplishment of related skill operations and induce attitudinal change;
- Provision of opportunity and facilities for the practical application of what is learnt;
- Collection and processing of feedback from training/instructional experiences.

4.4.4 Provision and ensuring availability of instructional, administrative, consultancy, and counselling support services incorporating the following:

- Reprographic, photographic, draughting and others related to the design and development of instructional media and equipment;
- Maintenance and repair of instructional equipment;
- Procurement, effective management and scheduling the use of instructional materials and equipment.

4.4.5 Under the provisions of national training policy, the cadre will operate within a grading pattern and structure which will:

(i) provide parity, credibility and respectability in relation to other cadres. The same will branch from within and merge at the top with existing occupational group grades and salary structure;

(ii) allow for career development from the general supervisory cadre and through appropriate training of trainers and other educational and training programmes develop into training/staff development officer cadre to form its own professional service and later merge into the top most general management/administrative service at the director of professional service level.

4.4.6 The grading patterns within the scheme will develop as per

(i) At the general support service grade level, the entry point will be at a ..... rising to ..... and through appropriate training of trainers training and functional education programmes and related testing and certification procedure, develop into the professional cadre;

(ii) The entry point into the professional cadre will be at ..... rising to ..... at the professional directorship level;

(iii) The merger and entry point into the top-most general management and administrative cadre should be at ..... rising to ..... as in case in the existing structure of this grade

4.4.7 Job description for and within the cadre shall be based on major training and career development functions identified in paragraph 4.2 These will incorporate and aim at accomplishing the following role and task functions to be engaged in by personnel of the cadre:

(i) Instructional/teaching-learning specialist

(ii) Administrator

(iii) Guidance and counsellor of employees

(iv) Manager and organiser of training programmes

(v) Consultant/change agent

4.4.8 These job descriptions, related task assignment and work load schedules will provide for balanced emphasis of these roles and functions. For top most professional, his job description will provide for detailed emphasis of one of the roles with diminishing emphasis on five others, for the second officer cadre and progressively down and emphasis of selected groups of tasks in or and diminishing emphasis in five or less others.

4.4.9 For the public sector, the cadre will be centrally recruited and deployed in each of the operating/specialized ministries and departments, for some cases they may be assigned ministries/ departmental responsibilities for the training and career development functions identified in paragraph 4.2

4.4.10 As for public corporations and private sector centres of economic activities, policy requirements call for efficient operation of the function identified in paragraph 3.4 This will require posting of staff of at least five derived from within this career cadre and structure.

4.4.11 Job specifications for the various grades for the cadre to be developed and maintained. These shall constitute the basis for career development of the personnel at each of the grades within the cadre. Specific task analyses of each of the respective functions shall be performed and the respective knowledge skills and attitudinal requirements identified to constitute a training and career development component.

4.4.12 Professional training institutions and programmes for the development of the cadre are to be identified. Appropriate certification and accreditation criteria and standards are to be established to ensure quality. To be developed will be appropriate modules of course content, relevant reference materials, instructional media, and instructional and practical experience strategy guidelines to guarantee high level performance. These will be certified by national central personnel agency in collaboration with national and regional association of training development.

5. Data and Information Requirements

5.1 Effective training and related skills formation requires a great deal of decision-making based on great deal of information. Decisions on such questions as how to respond to a given performance discrepancies, when to mount an internal training programme, whether to build training facility, whether to take advantage of external institutions, who to train and where and for how long will all require a variety of data and information from a variety of sources and for different purposes.

5.2 Such decisions as on ideal levels of performance in relation to current and actual levels of performance, the magnitude of performance discrepancies, and the rationale and urgency of instituting training or organizational development programme strategies, the kind of skills needed, where they are needed whether in

the formal or informal sector and whether such skills will be cognitive (intellectual), affective (related to feelings and values) or psychomotor (performance) oriented, the choices of related subject matter content and the mode of bringing the usbject matter to activate the development of required skills, are but myriads of questions upon which decisions have to be made; and which will require ready data and information base.

5.3 Because decision-making and choice making are continuous and varied so should the necessary flow of the related data and information be as continuous as it should be varied.

5.4 The purpose of this section is to provide the following indicative guide as to the type, source, relevance and utility of the data and information required by those responsible for initiating, planning executing, managing and evaluating the training and staff development function.

5.5 Factors that are of interest to training data collectors include such areas of consideration as:

(a) the established levels and standards of productivity

(b) the product or the output of work or socio-economic activity human factors such as (i) the type, nature of mix of human resources relative to the level of requirements in knowledge, intellectual, performance and affective skills, physical and mental requirements, the factors affecting the individuals desire for the job, organizational propensity etc. (ii) the environment, types and conditions of work.

(c) type, process, technology and the related tools and equipment used in the production of the output.

TYPE	SOURCE	RELEVANCE	UTILITY
1. National classification of 1.1 Occupational titles 1.2 Industrial/income generating activities by sectors Modern Traditional 1.3 Social service rendering agencies 1.4 Related processes, equipment and knowledge or skill base matrices	Directory of Occupational Titles Directory of industrial service rendering or income generation establishments (i) National Standard Industrial Classification of Economic Activities (ii) National Standard Traditional Crafts/ Entreprencurial Classification of Rural Income Generation Activities	Provides information on all national occupation Provides information on all categories of all economic activities by division, major group and group Provides information on all categories of all traditional entrepreneurial crafts production and other other income generation activities in the rural sector	Used to derive a national profile of knowledge, and skill base Used to determine the potential skills demand in the existing sectors, the overall orientation of education and training curricula, and the guidance and counselling efforts, and to estimate magnitude, composition and expected demand of skills in each sector and the related training programmes
2. Common and/or frequent operational discrepancies in each area of production or service rendering	Performance appraisal forms, and guidance and counselling records; and manpower audit reports	Provides information on training needs and other performance deficiencies	Used to design tailor made training programmes and to determine the magnitude, frequency and content of training programmes
3. Training institutions (i) at every point of exit from the education system (ii) at every point of income generation/production activity by levels and programme thrust	Directory of education and training institutions by/ from ministries of education training agencies	Provides information on all training institutions by level and programme content	Used to determine the placement of fellows, as well as the requirements for new institutions

TYPE	SOURCE	RELEVANCE	UTILITY
Trainees by: - fields - institutions - expected time of completion - potential areas of deployment	Training institution registers	Provides information on the frame profiles by institutions field of study, employee, when expected to finish etc.	Used to determine the anticipated supply of skilled manpower to determine areas of deficiencies add preparation of immediate deployment of trained manpower
Plans - promotion plans - succession plans - corporate plans	Personnel management records	Provides information on planned training activities those due for promotion, the slots to fill, what needs to be done to prepare them as well as who they will be succeeding or to be succeeded and when	Used to determine who needs training and the purpose for which training is required
Establishment rosters a manning table	Personnel management records		Used to determine the manpower implications of planned growth and the magnitude of vacancies
Training programmes		Provides information on the type, levels and content of training programmes and the objectives and criteria for entry	

Training aspects:

Training is increasingly being recognized as an investment: Only that it is an investment of a different type, It is different from other types of investments in that (i) its returns are not often visible, and if they are they are no visible immediately and that (ii) it is an investment in people aimed at adding the human resources value "addedness".

Because of the invisibleness of the benefits of training, there is a tendency to: (i) reduce training budgets anytime there is a financial cruch; (ii) leave the functions to governments only to such an extent that where the government is the only active trainer, others who do not invest in training either poach the value "added" human resource from government, or embrass the government by not vigorously implementing national policies relative to "indigenization" or realization of key positions.

Unlike other aspects of investments that related to human resource is supposed to lead to increased productivity. Increased human productivity is a function of not only, fully developed: (i) congnitive (thinking), affective (feeling for and valuing), psychomotor (physically manipulating tools, machines etc. to accomplish an activity, such as producing and delivering a "service", or an item foc consumption); (ii) psycho-phisiological well being (in terms of well functioning brain, senses, and sensory nerve receptors, muscles, skeleton, metabolic body systems) and subsequent reserve of energy stamina and vigour without apathy and morbidity; (iii) basic prpensity phisiological need satisfaction and the (iv) in-built desire for and readiness for work with the subsequent tendency for; (v) organizational managerial orderlyness and a systematic approach to work in the fulfilment of the basic psychological needs.

Thus to nurture and to fully develop these human resource "value adding" resources is to guarantee enhanced productivity and reduce the high operational costs that often result from high staff turnover, wastage of material, managerial ineaptitude, lateness, lateness in fulfilling set production targets and quality standards etc.; and to evolve and operate a programme that is addressed to all of these factors is an expensive act that should not be left to the suppliers only but should incorporate and involve the consumers and the consumed also.

The first cost sharing formula concerns the first beneficiary of training, i.e. the consumed, i.e. employee, and the consumer - employer, be it from the public, parastatal or private sector, in this regard, the cost sharing device involves:

(i) the employee foregoign part of his leisure or fee time be it tea, lunch or knocking of time break, or vacation and at week-end time

(ii) the employer foregoing part of the employees production time.

The hours so foregone could be devoted to training in a form of in-service sandwitch training. The cost sharing becomes visible if the related time foregone could be costed with financial value attached.

Within this category of foregoing, an employer can also arrange to pay the salary or part thereof, of the employee while away on training, and or else the cost could also be shared, through arrangements like the employee paying the costs, with the expectations of reimbursement.

The second aspect of cost sharing is between the public (government) sector and the private or parastatal sectors. While the government contributes through (i) the formulation, administration and enforcement of appropriate training policies; (ii) establishment and viable operation and staffing appropriate national training management machineries; (iii) provision and maintenance of training standards and institutional facilities and programme; and (iv) recurrent cost budgets, the private and parastatal sectors, could also contribute by: (i) setting up and maintaining their own training policies, training administrative machineries, and specialized centres and facilities, and programmes; (ii) establishing performance standards and production targets of quality and quantity, etc. and setting up a related budget.

In financial terms, financial resources can be collected and pooled in a variety of ways. The commonest take the following forms:

1. Industrial Training Fund which as is the case in Nigeria, Kenya etc. accrues from:
   (i) levies whereby every employer is levied and contributes at the rate of an agreed percentage up to 1% of either the total pay roll or net profit returns;
   (ii) surcharges to those deemed not to have engaged in or undertaken any training;
   (iii) fees on every non-national employed until such time that a natinal has been found;
   (iv) tax rebates or reliefs on any amount spent on training and staff development;
   (v) training and fellowships components (budget lines) on technical assistance project funding.
2. Internal organizational budgetary allocations, which when implemented and properly managed, constitute the basis for refunds from the training funds accrued from above.
3. Individual employees cost outlays for training and self development in areas deemed and previously agreed between the employee and his employer as of mutual benefit.

Effective collection, and management of disbursement of funds derived from the industrial training fund requires the following:

1. National training council where training needs, training plans and budgets, targets, emphasis etc. are debated, negotiated and harmonized. The council could at least be made up of representatives from (i) government representatives (suppliers) of manpower; (ii) private sectors i.e. chambers of commerce, employers' association, manufacturers etc.; (iii) the parastatal corporations, etc. and (iv) employees unions.

2. A directorate to administer and manage the technical and administrative affairs of the council; like the collection and holding in trust of the training fund, keeping the accounts setting standards and testing.

3. A training fund board of trustees who manage the disbursement and of the fund. In addition to the national training fund board of trustees, there is need for each sector to have a sectoral board: Committee of trustees who manage the expenditures of the fund earmarked for that sector and hold in trust by the national training fund board of trustees.